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ABSTRACT

This is the first of five volumes of essays in the form of recommendations for the improvement of programs, services, and activities offered through vocational-technical education in North Carolina. The volume explains the rationale for, and comments on, 17 recommendations prepared by the State Advisory Council on Vocational Education for fiscal year July 1985-June 1986. Topics covered by the 17 resolutions are the following: (1) the need to better link planning for economic development and postsecondary education and training; (2) enhancing the image of vocational education; (3) the need for teamwork; (4) striving to make vocational education all it can be; (5) need for more opportunities for the unemployed; (6) preparing teachers to learn to teach; (7) strengthening education by cooperating to eliminate the federal deficit); (8) practical applications of vocational education; (9) the need for food service occupations training; (10) service industry jobs for changing careers; (11) a new role and name for the North Carolina School of Science and Mathematics; (12) training workers for small businesses; (13) treating all high school courses equally; (14) supporting food service occupations training programs; (15) upholding the value of all education; (16) the need for more trained workers for industry; and (17) certifying automotive mechanics teachers by an external agency. (KC)

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A COLLECTION OF ESSAYS:
Recommendations Related to Education in General and Vocational-Technical Education in Particular

VOLUME I:
JULY, 1985 - JUNE, 1986

A NEW BEGINNING

Developed by
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PREFACE

One of the duties of the State Advisory Council on Vocational Education is to give advice to the Governor, the business community, the general public and to the state's education boards on what might be done to improve the quality of programs, services and activities offered through vocational education. In implementing this assignment of federal law under the Carl D. Perkins Vocational Education Act, P.L. 98-524, as amended, the State Advisory Council has issued a number of recommendations over its existence of twenty years.

The rationale for each recommendation of the State Advisory Council on Vocational Education, by fiscal year since 1985-86, has been compiled. This is the first of five volumes of essays in the form of recommendations that have been organized by topic and printed in one place. It should be noted, however, that an earlier document under the title *A Compendium of Reports, Policy Statements, Studies, and Other Activities Since 1969* was issued in July, 1986. The document includes all of the recommendations from 1970, when the State Advisory Council issued its first Annual Report, to 1985 as well as responses to the recommendations, if known.

The members of the State Advisory Council on Vocational Education and I hope those who read this volume will benefit from that experience.

E. Michael Latta
May, 1990

INTRODUCTION

While there is no legal obligation for the State Advisory Council on Vocational Education to do so, an annual report is published at the end of each fiscal year. In each annual report, the recommendations of the State Advisory Council on Vocational Education for that particular fiscal year are included. However, the full rationale for the recommendations are not included. The purpose of this volume is to bring together each recommendation for a specified fiscal year along with the rationale for each recommendation.

This volume covers fiscal year July, 1985 - June, 1986, under the annual report title of *A New Beginning*.

SECTION 1

(How are economic development and postsecondary education linked?)

An Appointment to the Economic Development Board
and the State Board of Community Colleges:
A Recommendation to Governor James G. Martin
Adopted February 22, 1985

The duties of the State's Economic Development Board and the State Board of Community Colleges are clearly linked. A major duty of the Economic Development Board is to formulate a program for economic development in North Carolina (G.S. 143 B-434(a)(1)). To formulate this "program" a twenty-five (25) member board is constituted, twenty-two (22) being appointed by the Governor. Likewise, a major duty of the State Board of Community Colleges is to establish policies to ensure quality programs throughout the fifty-eight (58) community colleges so that the education and training needs of the state are addressed (G.S. 115D-5(a)). Ungirding this duty of the nineteen (19) members of the State Board of Community Colleges, of which nine (9) are appointed by the Governor, is the declared purpose of the North Carolina General Assembly for the community college institutions. It states:

> "The major purpose of each and every institution ... shall be and shall continue to be the offering of vocational and technical education and training, and of basic, high school level, academic education needed in order to profit from vocational and technical education, for students who are high school graduates and who are beyond the compulsory age limit of the public school system and who have left the public schools." (G.S. 115D-1)

Recognizing the link between the formulation of an economic development program and its implementation through appropriate education and training, the Director of Division of Business Assistance of the Department of Commerce, Mr. Thomas B. Broughton, made a recommendation to a joint Conference of Community College Presidents and the Industrial Developers of the State on November 9, 1984. That recommendation was that the Governor appoint to the Economic Development Board an individual with a background and interest in the community college system and an individual representing economic development be appointed to the State Board of Community Colleges.

The State Advisory Council on Education, hereafter called "The Council" is pleased to endorse this recommendation for at least three reasons:

(1) One of the duties of The Council is to advise the Governor on policies the State should pursue to strengthen education and training,

(2) Mr. Broughton, who made the recommendation, serves as the chair of The Council and The Council agrees with the need to better link planning for economic development and training, and

(3) The idea represents an effective strategy for achieving a better linking of economic development and training.

As Governor, you will be making appointments to both the Economic Development Board and the State Board of Community Colleges beginning on or about July 1, 1985. As you make your appointments, The Council recommends that you make an appointment to the Economic Development Board representing community colleges and that an appointment be made to the State Board of Community Colleges representing economic development. We believe such appointments should be from the private sector, and the person should have the time and energy necessary for the appointment.

This recommendation is based on the belief that an effective economic development plan can best be implemented when the education and training that is necessary are closely tied together. The recommendation that an appointment on State's Economic Development Board representing community colleges and that a representative of economic development by named to the State Board of Community Colleges will make that "tie" complete. With such a strategy in place, the State's economic development should be enhanced.

The Council strongly recommend that as Governor you give careful consideration to this recommendation. We would be pleased to work with you in accomplishing this recommendation.

SECTION 2

(How can we enhance the image of vocational education?)

THE STATE ADVISORY COUNCIL ON VOCATIONAL EDUCATION RECOMMENDS THAT A "VOCATIONAL-TECHNICAL EDUCATION FOUNDATION OF NORTH CAROLINA" BE ESTABLISHED: A RECOMMENDATION TO THE GOVERNOR, THE STATE BOARD OF EDUCATION, THE STATE BOARD OF COMMUNITY COLLEGES, THE BOARD OF GOVERNORS, THE BUSINESS COMMUNITY, AND THE PUBLIC.

Adopted August 23, 1985

North Carolina does not have a statewide, non-profit foundation to enhance vocational/technical education. That is one of the main reason the State Advisory Council on Vocational Education, hereafter called the "State Council," recommends that one be established. Moreover, the Carl D. Perkins Vocational Education Act, P.L. 98-524, requires the State Council to recommend policies the state should pursue to strengthen vocational-technical education and to propose initiatives and methods the private sector could undertake to assist in the modernization of vocational-technical education programs. The State Council believes that a "Vocational-Technical Education Foundation of North Carolina" (the proposed name of the foundation) could be used to strengthen vocational-technical education in the state and to enhance the partnership between vocational-technical education, the business community, and the general public.

Vocational-technical education is a program area that cannot be classified as the sole responsibility of the State Board of Education, the State Board of Community Colleges, or the Board of Governors. Each of these state education boards is charged with specific duties under law, and except in certain specific cases, each education board is independent of the other; each subject to the overall direction of the General Assembly of the state. Since there is no coordinating education board in the state, there are limited ways for these education boards to work together on programs of mutual concern. One program of mutual concern is vocational-technical education; again each education board has a role that is essentially in isolation from each other. For example, the

public secondary schools offer basic vocational education; the community colleges also offer basic as well as advanced vocational-technical education while the public universities prepare the vocational-technical personnel that are needed for the public schools and the community college institutions. In addition, of the other departments of state government, seven (7) can be identified as having a role and function relative to vocational-technical education for specific clients. Yet, still there are many unmet needs for vocational-technical education in this state.

The State Council proposed as one solution to addressing the unmet needs is the creation of non-profit, non-governmental foundation for vocational-technical education in the state. Currently throughout the state, nearly a dozen of the one hundred and forty-one (141) school administrative units have local education foundations (LEFs); it is estimated that eighty (80%) of the fifty-eight (58) community colleges have local education foundations, whereas perhaps more than one-half of the fifteen (15) schools or departments of education in the public universities which offer teacher education programs have a local education foundation. As far as can be ascertained, not one of these local institutions has an foundation for a specific program (although it is possible that funds for a specific program could be provided through a general foundation by restricting the funds.) Moreover, there are also several statewide, non-profit organizations which have been established to address specific education issues — the latest one being the Public School Forum, designed to work toward improving the public schools — yet, no overall statewide foundation exists that addressed a program area (in this case the program area is vocational-technical education), and no statewide foundation exists that is designed to focus on the needs of a program area at <u>all three</u> (3) <u>levels of instruction</u>; namely, the public schools, the community colleges, and the public universities. The State Council believes it

is time to establish a foundation that would specifically focus on the program area of vocational-technical education.

There are many funding sources in the state that could be called on to underwrite the development of and the beginning operations of the "Vocational-Technical Education Foundation of North Carolina." According to a 1985 publication by the North Carolina Center for Public Policy Research entitled: Grant-seeking in North Carolina: A Guide to Foundation and Corporate Giving (and based on 1981 figures), the 589 foundations in North Carolina give away about $95 million each year, twice as much as any other Southern State. In addition to foundation support, it is reported that eighty-one (81) corporations gave away more than $78 million (in 1981), for a total of almost $175 million in that year. The State Council believes that these state-based foundations and corporations would support the establishment and development of a "Vocational-Technical Education Foundation of North Carolina."

No attempt is made, at this time, to spell out the overall role and functions of such a foundation as the 1985 General Assembly directed that studies be conducted of (1) the vocational education programs in the public schools, (2) the community college system, and (3) a review of teacher preparation programs. The results of these studies are likely to provide new directions for vocational-technical education. That is where the Vocational-Technical Education Foundation can be used. The central purpose of the foundation should be to enhance the field of vocational-technical education. The foundation could serve as a voice for the business community, labor organizations, and the general public in regard to whether the education enterprise is offering the kind of programs which are needed. In addition, the foundation might serve as a "clearinghouse" on vocational-technical education such as what companies would be interested in employing teachers in the summer months so as to upgrade the teachers; or, if a company

wishes to give equipment to a school or program, what are the tax advantages (if any) to the business or industry. Clearly, one of the functions of the foundation would be to solicit funds to be used by the foundation for identified purposes. While the State Council strongly recommends that the foundation be a non-profit, non-governmental entity, the State Council, nonetheless, recommends that state legislation be sought to the end that the State Treasurer be authorized to serve as the foundation's banker and investment officer. All of these items can be worked out if the concept of a Vocational-Technical Foundation has merit. The State Council believes that the concept does have merit, and thereby recommends that the Governor, the State Board of Education, the State Board of Community Colleges, the Board of Governors, and the business community, and the general public promote this recommendation. While it does not matter whether the Governor or the boards take the initiative to develop the foundation, it is the State Council's recommendation that the Governor request the state education boards to develop a cooperative agreement to work for such a foundation and for the education boards to request the Governor to assist them in establishing the "Vocational-Technical Education Foundation of North Carolina." Assuming the Governor and the education boards each call for the establishment of such a foundation, the State Council believes that it would excite the imagination, interest, and support of the business community, labor organizations, the general public, and other existing foundations in the state, which could provide financial support to the end that the "Vocational-Technical Education Foundation of North Carolina" would become a reality.

Accordingly, the State Council recommends: THAT A "VOCATIONAL-TECHNICAL EDUCATION FOUNDATION OF NORTH CAROLINA" BE ESTABLISHED.

SECTION 3

Teamwork can make a difference!

RECOMMENDATIONS TO THE STATE BOARD OF EDUCATION
AND THE STATE BOARD OF COMMUNITY COLLEGES REGARDING
COORDINATION, PLANNING, FINANCIAL, AND EVALUATION RESPONSIBILITIES

adopted by the
State Advisory Council on Vocational Education
August 23, 1985

Under the provisions of the Carl D. Perkins Vocational Education Act, P.L. 98-524, the State Board of Vocational Education (in North Carolina, that is the State Board of Education) is charged with the "... coordination of the development, submission, and implementation of the State Plan, and the evaluation of the program, services, and activities assisted under this Act ...."[1] State law, however, requires "The portion of the approved State Plan for postsecondary vocational education ... shall be as approved by the State Board of Community Colleges." Based on these federal and state legal requirements, the State Advisory Council on Vocational Education, hereafter called The Council, recommends that the State Board of Education (SBE) and the State Board of Community Colleges (SBCC) meet in joint session at least annually to discuss their mutual responsibilities for the development of the State Plan for Vocational Education. One component of the development of the State Plan is of particular significance. It is the distribution of federal funds between the SBE and the SBCC. State law, G.S. 115C-158, speaks to this by stating: "The division between secondary and postsecondary educational system and institutions of federal funds for which the State Board of Vocational Education has responsibility shall, within discretionary limits established by law, requires the concurrence of the State Board of Education and the State Board of Community Colleges ...."[2] Notwithstanding this provision of State law, The Council recommends, in planning for the 1986-87 fiscal year, that in the distribution of funds made available under the Carl D. Perkins Vocational Education Act that the historical division of 2/3 for secondary and 1/3 for postsecondary vocational-technical programs be maintained, with a review of this matter annually. Further, it is recommended

that the division of the funds be made along functional lines, that is those funds relating to "Adults," "Single Parents" and "Inmates" be assigned to the community college system.

As to the submission of the State Plan to the U.S. Secretary of Education, The Council recommends that the SBE submit only components of the State Plan, and other documents related to the implementation of the Plan, after the SBCC has officially approved such documents. For example, the Accountability Report for Vocational Education, Fiscal Year 1984, adopted by the SBE at its June 1985 meeting, and which contains the results of spending federal vocational education funds by the community college system, was never approved by the SBCC. The agenda of the March 14, 1985 meeting of the SBCC reveal that the aforementioned report was received for "information." The Council believes it is poor public policy for one Board; namely, the SBE to adopt and submit a report developed, in pact, by the staff of another Board; namely the SBCC, without first having the report adopted by that other Board.

Also, as to the submission of the State Plan to the U.S. Secretary of Education, The Council recommends that the SBE and the SBCC institute a procedure to assure the events of 1985 are not repeated; namely that the staff does not forward pages of the State Plan to Washington, D.C. which have not been approved by the Boards. To assure that this does not happen again, The Council recommends the following procedure: all matters, related to the State Plan, which are to be submitted to the U.S. Secretary of Education should contain the signatures of the State Superintendent of Public Instruction, the Controller of the SBE as well as the State President of the Department of Community Colleges to assure all parties are aware of the material being forwarded to the U.S. Secretary of Education. The Council so recommends this procedure.

As to the implementation of the State Plan for Vocational Education, The Council calls attention to the SBE and to the SBCC that there is not just one State Plan, there are two (2). In addition to the State Plan required by federal law, state law called for a Master Plan for Vocational Education. While state law requires the Master Plan "to be updated periodically"[3] by the SBE in concert with the SBCC, the Master Plan has not been updated since 1978, seven (7) years ago. The Council recommends that the Master Plan be updated on the same time-table as the federal plan, better known as the State Plan. Such planning should provide for the SBE and the SBCC better "Articulation ... with institutions, agencies, councils, and other organizations having responsibilities for manpower development,"[4] as required by state law. As to manpower development agencies, one that is very important to the SBE and to the SBCC is the Division of Employment and Training (DET) in the Department of Natural Resources and Community Development (NRCD). Federal law requires a close tie between the funds available through the Job Training Partnership Act (JTPA) which is administered through DET/NRCD and vocational education. Moreover, a new state law entitled the "North Carolina Employment and Training Act of 1985" declares the purpose of this state law to be "... to develop a comprehensive policy to guide the use of employment, training, education and economic development funds, and other resources toward the achievement of State economic and employment goals ...."[5] A reading of the Public School Laws regarding the Master Plan for Vocational Education (Section 115C-154 entitled "Duties of the State Board of Education") reveals language similar to the aforementioned purpose of the new state law regarding a role of the State Job Training Coordinating Council (SJTCC) of the JTPA. Consequently, the SBE and the SBCC needs to increase their contact and involvement with the SJTCC in DET/NRCD. The Council so recommends. In so

doing, the SBE and the SBCC, in cooperation with the SJTCC, could go a long way in improving both the effectiveness and the efficiency of the planning for and the implementation of vocational education and training throughout the state. Better planning and implementation would facilitate the evaluation of the programs, services, and activities conducted in the state.

As to evaluation, federal law requires the SBE to coordinate the evaluation of programs conducted under the Carl D. Perkins Vocational Education Act, consistent with the approach described in the State Plan. However, the SBE has to "provide assurances that the state will evaluate not less than 20 percent of the eligible recipients assisted within the state in each fiscal year."[6] "Eligible recipients" in this state means the 141 local education agencies (LEAs) and the 58 community college institutions. In the past, the LEAs have conducted their evaluations on a timely basis (this is not to be construed that the evaluation is the best it should be); however, the community college institutions have not. Evidence of the lack of attention given to the required evaluation of programs by the community college system is revealed, in part, in the Accountability Report for Vocational Education, Fiscal Year 1984, pages 196-197. These pages have such statements as follows: "We [DCC] have had a problem of clearing the errors that have occurred in entering the data in the computer; therefore, the data has not been processed as yet." This statement is in regard to a follow-up survey of students who completed vocational and technical courses. A similar statement is expressed under a heading entitled: "Students Follow-up Leavers." As to a follow-up survey of employers, one statement reads: "A survey of employers will be conducted shortly." Suffice it to say that the SBCC has not conducted its evaluation on a timely basis even though the DCC has had over five (5) years under the expired 1976 federal Vocational Education Act to perfect an evaluation system. The point is that the SBCC should require its staff to gear-up

to implement an evaluation system which will now respond to the requirements of the Carl D. Perkins Vocational Education Act. The Council so recommends. Moreover, the SBE, as the "coordinator" of the "evaluation" of vocational education programs should require the SBCC, as a part of its agreement in the distribution of federal vocational education funds, to provide the results of the DCC evaluation on a yearly basis.

If the Carl D. Perkins Vocational Education Act is to be implemented in the "spirit-of-the-law" as well as the "letter-or-the-law", the SBE and the SBCC should adopt the aforementioned recommendations made by The Council and direct its staff to implement them forthwith, with a report to be provided at least "four times annually," as the federal law requires the SBE to meet four times a year as the State Board of Vocational Education. Moreover, since the actions of the SBCC have impact on the final decision of the SBE relative to vocational education, the staff of the DCC should report quarterly to the SBCC on the progress of implementing The Council's recommendations, too. The Council would be pleased to work with the SBE and the SBCC in implementing these recommendations.

REFERENCES

1 Carl D. Perkins Vocational Education Act, P.L. 94-524, Sec. 111(a)(1)(A).

2 Public School Laws, 1983, G.S. 115C-158, p. 77.

3 Ibid., G.S. 115C-154, p. 75.

4 Ibid.

5 House Bill 1333, Chapter 543, enacted by the 1985 General Assembly, Sec. 2.

6 Carl D. Perkins Vocational Education Act, op. cit. Sec. 113(9)(C).

SECTION 4

Strive to make vocational education all it can be ...

CONSULTATION ON THE ESTABLISHMENT OF EVALUATION CRITERIA

Adopted November 22, 1985

Federal law, P.L. 98-524 — The Carl D. Perkins Vocational Education Act — requires the State Advisory Council on Vocational Education, hereinafter called "The Council," to "furnish consultation to the State Board on the establishment of evaluation criteria for vocational education programs within the State."[1] The State Board referenced in the preceding sentence is the State Board of Education which serves in North Carolina also as the State Board of Vocational Education. Notwithstanding this fact, State law (G.S. 115C-158) requires "The portion of the approved State Plan for postsecondary vocational education ... shall be as approved by the State Board of Community Colleges." Consequently, the advice provided relative to the "Establishment of Evaluation Criteria" is addressed to both the State Board of Education and to the State Board of Community Colleges, unless otherwise designated.

First, The Council wishes to point out that a recommendation was made to the State Board of Education in 1979 that the Board "Develop and Implement a Comprehensive Evaluation System."[2] At that time the Department of Community Colleges was assigned by state law to the State Board of Education. However, in 1981 by state legislation, the Department of Community Colleges was assigned to a new Board — the State Board of Community Colleges.

A review of the response of the State Board of Education to The Council's 1979 recommendation reveals that a system for evaluation of vocational education was established for public schools whereas a system for evaluation of vocational education was not established for community college institutions. Had such evaluation been established by the State Board of Education for community college institutions, the new Carl D. Perkins Vocational Education Act requirements, effective with fiscal year 1985-86, would not be as difficult to satisfy as they are now likely to be. Moreover, it would not have been necessary to recommend, as The Council did at its August 23, 1985 meeting, that "the State Board of Community College should require its staff to gear-up to implement an evalution system which will now respond to the requirements of the Carl D. Perkins Vocational Education Act."[3]

Second, The Carl D. Perkins Vocational Education Act is now effective and the implementing federal regulations require that "... measures for evaluating the effectiveness of programs assisted under this Act in meeting the needs identified in the State plan ..."[4] are to be developed and that The Council is to provide consultation "... on the establishment of evaluation criteria for vocational programs within the State."[5] Moreover, the federal regulations which implement the Act requires that the measures for evaluating the effectiveness of programs include "... measurement of such factors as —

(i) The occupations to be trained for, which must reflect a realistic assessment of the labor market needs of the State;

(ii) The levels of skills, to be achieved in particular occupations, which must reflect the hiring needs of employers; and

(iii) The basic employment competencies to be used in performance outcomes, which must reflect the hiring needs of employers."[6]

The regulations further require that measures for evaluating programs for the handicapped be established as a component of the overall evaluation system and that an evaluation of the projects, services and activities of at least 20% of the participating recipients be conducted each year so that all recipients of federal funds will have been evaluated by the end of a five year period, beginning with the 1985-86 school year.[7]

In responding to these requirements, the State Board of Education and the State Board of Community Colleges have adopted the North Carolina State Plan for Vocational Education, FY 1986-1988. That Plan responds to these evaluation requirements by assuring that:

> "... the State will (1) develop measures for evaluating the effectiveness of programs assisted under the Act in meeting needs identified in the State Plan including appropriate measures for evaluating the effectiveness of programs for the handicapped, and (2) that each program year, the State will evaluate all of the projects, services, and activities under Titles II and III of not less than 20% of the participating eligible recipients." (Section 2.07)

Third, while the State Plan contains assurances that evaluation measures will be developed and lists eight activities which will be used to assess the quality of programs, at this writing The Council has not been provided with the evaluation criteria by either the State Board of Education or the State Board of Community Colleges.

When the evaluation criteria are proposed, The Council looks forward to consulting with the Boards. Notwithstanding the fact that there are a number of accreditation systems in place which may be used by these Boards in evaluating programs, The Council's use of evaluation criteria means a standard(s) by which a program(s) will be judged. There are several standards which The Council would recommend and will look for in each Board's evaluation criteria. These are for each recipient of federal vocational education funds:

(1) A statement of mission which specify the role and scope of each local education agency and community college institution.

(2) The establishment of a program advisory committee for each program. A program advisory committee should be made up of business, industry, and labor representatives, as appropriate, and charged with making an assessment of the labor market and employer needs in that community and to provide a local certification of the need for the program, at least every three years, and the appropriateness of the program content as well as the adequacy of equipment and facilities, with supporting documentation, provided through the local board to the State Board.

(3) The establishment of a local review and coordination mechanism to avoid unnecessary duplication. A procedure should be instituted so that a local review process requires all local education and training agencies to have an opportunity to comment on a new or modified program. (This process is described in The Council's 1980 Annual Report in which it was recommended that the Boards "Design Facility Construction and Program Plan Applications Which Require Local Review and Comment.")

(4) The establishment of a periodic and systematic follow-up of students, in cooperation with their employers. The purpose of this standard is to ascertain the success of the program(s) and to identify needed improvements. The follow-up should contain a specific component dealing with "handicapped" students.

(5) Assurances and evidence that "special populations" (as identified in the Carl D. Perkins Vocational Education Act) have access to vocational education programs, services, and activities. This standard is necessary as federal law requires that "each local educational agency shall ... provide information to handicapped and disadvantaged students and parents of such students concerning the opportunities available in vocational education at least one year before the students enter the grade level in which vocational education programs are first generally available in the State, but in no event later than the beginning of the ninth grade, together with the requirements for eligibility for enrollment in such vocational education programs." (emphasis added.)

(6) The establishment and monitoring of the guidance and placement services provided by each recipient for program participants. Student surveys, as well as other means of assessment, should be used to evaluate guidance and placement services.

While The Council acknowledges that the prior evaluation system by the State Board of Education took into account most of the aforementioned standards, The Council is required to consult with the Board on establishing evaluation criteria and thereby offers the above as a beginning dialogue on consultation relative to the evaluation criteria. As to the State Board of Community Colleges, The Council is not aware of any current standards that are in effect relative to implementing the Carl D. Perkins Vocational Education Act; hence, we offer the aforementioned standards to begin the discussion about the evaluation criteria which are essential from The Council's point of view.

REFERENCES

1. Carl D. Perkins Vocational Education Act, P.L. 94-524; Sec. 112(d)(4).
2. A Time To Develop, The Council, 1979.
3. "Recommendations to the State Board of Education and the State Board of Community Colleges Regarding Coordination, Planning, Financial and Evaluation Responsibilities," The Council, August 23, 1985, pp. 4-5.
4. Federal Register, Vol. 50, No. 159, August 16, 1985, Sec. 401.19(8), p. 33239.
5. Ibid., Sec. 401.16(4), p. 33238.
6. Ibid., Sec. 401.19(8).
7. Ibid., Sec. 401.19(a)(10).

SECTION 5

The unemployed need more opportunities ....

Proposed Action on The Council's Paper

"Retraining of the Unemployed in North Carolina"
Directed by The Council
February 22, 1985

In May of 1984 The Council adopted "A Progress Report" on the Retraining of the Unemployed in North Carolina. On the second page of the Progress Report The Council concluded that efforts in North Carolina to address the retraining needs of the unemployed could best be described as modest. The Council stated that if the State agencies to whom the recommendations were addressed did not respond more favorably in 1984, The Council would seek a State law to earmark a portion of the State unemployment insurance fund for retraining of the unemployed.

The recommendations which The Council made for the Retraining of the Unemployed have not been implemented. In fact, it appears that the only initiative in regard to the Council's recommendations has been a request by the Fiscal Research Division of the General Assembly which sought information about the need for retraining of the unemployed. It is our understanding that the Joint Legislative Committee on Governmental Operations has proposed that a Subcommittee on JTPA Appropriations (including retraining) be established after the General Assembly convenes in February 1985. In addition, several recent news reports on such topics as: (1) the increasing portion of our population with is in poverty, (2) the continuing problems of our long term unemployed, and (3) the limited efforts which have been made to address the needs of "displaced" workers under JTPA, suggest that The Council's paper and recommendations are still current.

Therefore, The Council is requesting that the Governor seek from the General Assembly legislation that would set aside a portion of the State Unemployment Insurance Fund for retraining of the unemployed.

January unemployment rate up in 42 states, D

WASHINGTON (UPI) — Unemployment increased in 42 states and the District of Columbia during January, with the largest jump in Indiana where joblessness soared to 12 percent, the Labor Department reported today.

West Virginia, which leads the nation in unemployment, increased to 17 percent from December's 15.1 percent level, but was below the 20.8 percent rate of a year ago.

The data was not adjusted for seasonal factors and compared to

rate of 8.8 percent in January.

In addition to the jump of 3.1 percentage points by Indiana fro... an eti... of: ... 11. poi... 2.4 De... cer... 13. poi...

North Carolina's rate was 8.1 percent, compared to 6.8 percent in December ... in Jan. 1983.

RETRAINING OF THE UNEMPLOYED
IN NORTH CAROLINA:
A PROGRESS REPORT

...olina workers are receiving FSC benefit checks which average about ... week."

Jer...

Special Unemployment Ben... Extended 18 Months By Co...

Special unemployment insurance benefits have been extended for 18 months. The Federal Supplemental Compensation (FSC) program will be in effect until ... 1985.

...egislation will benefit ...yed claimants who ...d an FSC claim on ...ril 3, or those who ...haust regular ...ent insurance ...e future. Glenn ...rman of the N. ...nt Security ...ESC), said, ...unemployed

... of benefits beyond ... unemployment ... benefit period." Th... dollar amount is the ... regular and FSC ben... Federal Supplem... Compensation was sched... to expire Sept. 30. Cong... approved a temporary ... tension for 18 days a... subsequently set the ... expiration date for March ... 1985. All states will be paying ... at least eight weeks in FSC ... paymments under the new ... extension. Funds for the Fed... program are provide... federal sur...

N.C. unemployment rate rose in October to 7.5 perc...

North Carolina's unemployment rate edged up to 7.5 percent in October from 7.4 percent in September, an increase that defied explanation by state analysts.

The state Employment Security ...ommission blamed the increase ...n technical factors in the way the ...bless rate is estimated from two ...parate surveys, one based on ...sidential surveys and the second ...sed on employers' records.

The ESC said 2.75 million North ...rolinians were employed in Oc...ber, a decline of 3,800 fro... ...ber but a gain ... ...ober 1982 ...

during October, up from 219,800 in September ... 267,700 ... 1982, w... was 9 p...

The n... was 8.4 ... justed ... such as ... ers. Th... tional jo... rate f... 8.8 percent ... in Sep...

Adopted by The Council
May 18, 1984

"I'm really not sure why," Pearse ... state rate "has ...ding fairly ste... summer"

... of 900 jobs from Septem... 3,500 since October 1982.

Th...

February figures 'significant'

State ... rate drops to 7.6%

...6, 1984

...BRERETON ...g writer ...North Ca... ...," dr...

State Advisory Council on Education
530 North Wilmington Street
Raleigh, North Carolina 27604-1198

...mber, 7.6 percent ... percent in ... jobless rate released next ... 4.4 percent in ... adjusted unem... February was ... ...king the ...

3,700 in service and misce... and 1,200 in construction. The manufacturing s... ed 800 workers in non... machinery, 400 in elec... chinery, 300 in lumber... and 300 in stone, clay... Tobacco manufactur... 1,000 workers for sea... and textile mill prod... 600.

Average weekly ... ...ring workers ...

...ment rate ...

...ntical 7.8 percent unem... levels for February and ...e first time since las... ...gust that the rate ... ...ed. Since then ... ...ed. ...ate is s... ...rce...

ESC backs jobless bene... tax increases for empl...

...ROM HILL ...Editor

...unemployment claims up, ...nd decline in joblessness

...steady at 7 ...

...GTON (UPI) — The ... when 436,000 people applied for benefits.

...nt issues new unemploy... today, with indica... ...th decline ... 8.8

The nation's civilian unemployment rate stood at a seasonally adjusted 8.8 percent in October, a full ...percentage points below the 10.8 ...ression-high of last De... economic up...

...illion workers jobless ...ey have given up ... dis...

...who lose ...would ...efit payments next year by 15 percent. Employers would see their payments to the program jump by 37 percent next year.

Most of the package, which ...d be introduced in the General ... next week, was de... ...the state unemploy... ...d from going ...

unempl... gram w... borrow ... federal ... percent ... which it ... by 20 sta...

The r... ments w... reducing ...

27

APPENDIX B 2

North Carolina General Assembly
Senate Chamber
State Legislative Building
Raleigh 27611

RECEIVED
APR 28 1983
SAC

SENATOR RACHEL GRAY
32ND DISTRICT
HOME ADDRESS: 812 GATEWOOD AVENUE
HIGH POINT, N. C. 27260

April 26, 1983

COMMITTEES:
STATE GOVERNMENT, VICE CHAIRMAN
SENIOR CITIZENS AFFAIRS, CHAIRMAN
BANKING
FINANCE
HUMAN RESOURCES
RULES AND OPERATION OF THE SENATE

Mr. Glenn Jernigan, Chairman
Employment Security Commission of North Carolina
Post Office Box 25903
Raleigh, North Carolina

Dear Glenn:

While I miss you in the Senate, I am pleased you are serving as Chairman of our Employment Security Commission (ESC). In this important post, you can be of real help to countless thousands of North Carolinians. That is the purpose of this letter.

Perhaps you are aware of Senate Joint Resolution 136 which I introduced. It was ratified (copy attached) on April 13, 1983, and it is effective immediately. ESC can play a vital role in implementing this Act. At your earliest convenience, I would like to talk with you about what ESC can do in this regard.

Recently, I read a paper titled The Retraining of the Unemployed in North Carolina, prepared by the State Advisory Council on Education. It seemed to me that this paper provides some good recommendations we ought to consider. A copy is attached. I want to encourage you to work with the State Board of Education and the State Board of Community Colleges in responding to the paper so as to implement my resolution.

I look forward to hearing from you and working with you on implementing this resolution.

My best regards.

Sincerely,

Rachel

Rachel Gray

RG/nw

41

RETRAINING OF THE UNEMPLOYED IN NORTH CAROLINA: A PROGRESS REPORT

Events during 1983 have reemphasized the need for a systematic approach to the retraining of the unemployed in North Carolina. While the unemployment rate declined from 11.3 percent in January of 1983 to the seven percent range in January 1984[1], 13,000 workers in the state were displaced by permanent layoffs and plant closings.[2] Further, it is projected that the unemployment rate will remain near seven percent for the remainder of the decade.[3] Clearly, the need for retraining the unemployed will be a persistent problem in North Carolina.

In February 1983, the State Advisory Council on Education, hereafter called The Council, issued a paper entitled Retraining of the Unemployed in North Carolina. In its report, The Council made several recommendations to address the retraining needs of the unemployed. What action has been taken on these recommendations? On April 13, 1983, The General Assembly passed Senate Joint Resolution 136, dealing with the issue of the "Unemployed and the Underemployed." (See Appendix A.) On April 26, 1983, Senator Rachel Gray, author of the Joint Resolution, wrote that the implementation of The Council's recommendations would carry out the intent of the Resolution. (See Appendix B.) On March 4, 1983, the Chief Counsel to the U.S. Committee on Education and Labor provided support for The Council's paper. (See Appendix C.)

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1) State jobless rate drops to 7.6%, THE RALEIGH TIMES, March 30, 1984, p. 7C.

2) N.C. ANNOUNCED PLANT CLOSINGS IN PERMANENT LAYOFFS IN MANUFACTURING, 1983, Volume VI, Report by the Division of Business Assistance, N.C. Department of Commerce, January 1984.

3) North Carolina Long-Term ECONOMIC-DEMOGRAPHIC PROJECTIONS, by the State of North Carolina Office of State Budget and Management, 1984, p. 5.

However, the response of the state agencies which The Council addressed in its report has been very limited.

In 1983, the Employment Security Commission did initiate a project utilizing Job Training Partnership Act (JTPA) Title III funds to retrain displaced workers. This program served only five hundred fifty-seven of the 13,000 workers who needed this service. Although this effort to retrain the unemployed represents an increase over previous years, another state has undertaken and accomplished a more comprehensive approach to retraining the unemployed. The California Legislature enacted a law in 1982 to set aside one-tenth of one percent of the state's unemployment insurance funds for retraining. (See Appendix D.) During 1983, the California program served 11,800 displaced workers.[4] It is the view of The Council that similar results can be accomplished in North Carolina by implementing The Council's 1983 recommendations on retraining.

The Council finds that (1) the recommendations which it made in 1983 have not been implemented, and (2) because of the modest efforts during the past year to address the retraining needs of the unemployed, its retraining recommendations remain both current and appropriate. The paper Retraining of the Unemployed in North Carolina is therefore reprinted here for further consideration. The Council believes that the information in this progress report will assist the state agencies addressed in the report to respond more favorably in 1984 than they did in 1983. If such is not the case, The Council intends to make a request to the new State Administration in early 1985 that it petition the General Assembly to enact a law similar to the California statute for North Carolina.

---

4) "RESKILLING" THE SOUTHERN WORK FORCE, Programs for Displaced Workers, FORESIGHT, Volume 2, Number 1, March 1984, pp. 9-10, by Stuart Rosenfeld, Director of Research and Programs, Southern Growth Policies Board.

RETRAINING OF THE UNEMPLOYED IN NORTH CAROLINA*

> "The only true form of unemployment insurance in a technological, industrial society is a program of education and training which provides people with the skills needed in that society."[1]

North Carolina is not a wealthy state. Nevertheless it has a high regard for education and devotes a substantial part of its resources to education and training. In 1981, 79% of the State's revenues went to education and training.[2] In spite of this commitment, the State has a number of important education and skills training needs which remain unmet. One area of concern is the need to retrain workers in occupations with declining demand. Workers in these occupations need to be retrained with new skills which will make them productive in the expanding industries of the State.

The need for retraining in North Carolina is substantial. While the State's labor force is estimated to have averaged almost three million in 1982, it is estimated that the average daily unenployment rate was 266,000 or 9.0%.[3] Moreover, a total of 431,599 unemployed workers collected State unemployment insurance benefits, with 88,700 (20.6%) exhausting their State entitlement.[4] Over 64,000 of these claimants later collected Federally funded extended benefits with 25,858 exhausting their rights to these benefits.[5] Because of changing technology and economic conditions, many of these unemployed workers may never be re-employed in their previous occupations. Without retraining the options of these citizens were: 1) to enter less skilled jobs, usually at a lower rate of pay, 2) to remain unemployed, or 3) to relocate where there were jobs for which the worker was qualified.

*Paper developed by Parry-Hill and Latta and adopted by The State Advisory Council on Education, February 18, 1983.

The State's Unemployment Insurance Fund represents one source of funds which could be used to support unemployed workers who need retraining. The North Carolina Employment Security Law established an Unemployment Insurance Fund which is "to be used for the benefit of persons unemployed through no fault of their own."[6] The majority of the monies are "contributed" by employers under the requirements of the law.[7] The law provides eligibility conditions for unemployment benefits which require that the unemployed individual:

a) Register for work at an employment office;

b) Claim benefits in accordance with the law; and,

c) Is able to work and is available for work.[8]

Under the law, unemployed individuals who are registered and attending established schools are usually NOT considered to be available for work and therefore are not eligible for unemployment benefits. However, there are two situations in which students are eligible for benefits: (1) individuals who were previously employed full-time and were attending school are not denied benefits if they are otherwise eligible; and (2) under conditions described below the North Carolina Employment Security Commission can approve a vocational or training program for an individual who is then deemed to be available for work. In fact, benefits may be denied if the Commission determines that the individual has "...failed without good cause to attend a vocational school or training program when so directed by the Commission."[9]

The conditions under which the Commission may approve training for an individual are ONLY if:

a)"Reasonable employment opportunities for which the individual is fitted by training and experience do not exist in the locality or are severely curtailed;

b) The training course relates to an occupation or skill for which there is expected to be reasonable opportunities for employment; and

c) The individual, within the judgment of the Commission, has the required qualifications and the aptitude to complete the course successfully."[10]

Although it is possible for individuals to receive unemployment benefits and train for new occupations, historically in North Carolina only a few people have been selected for "Commission Approved Training."*

There are a substantial number of unemployed workers in North Carolina who are likely to need retraining. According to the N. C. Department of Commerce 25,500 workers lost their jobs through permanent layoffs and plant closings in 1982. During the same period, industrial recruitment generated commitments for new and expanding plants which are expected to bring 22,000 jobs to the State.[11] Without retraining many of the unemployed are unable to fill these jobs. The Unemployment Insurance Fund** can be used to support retraining within the restrictions of the North Carolina Employment Security Law. However, before this can occur the Employment Security Commission must initiate procedures in order to effect this retraining. On the basis of these findings The Council recommends that:

RECOMMENDATION I. The North Carolina Employment Security Commission require an employability plan for each person applying for unemployment benefits.

The employability plan should utilize supply/demand information, such as may

*In 1981, 4 unemployed persons in North Carolina were enrolled in Commission Approved Training, and in 1982, 26 of the State's unemployed were enrolled in Commission Approved Training.

**State Unemployment Insurance entitlements range from 13 to 26 weeks depending on the work history of the claimant. In 1982, the average claimant collected 10.95 weeks of unemployment insurance benefits.

be provided by the State Labor Market Information System in order to examine the applicant's potential for re-employment with his or her current skills.

Currently, the Employment Security Commission conducts an "eligibility review" after a claimant has collected benefits for more than a month. This review provides for the preparation of a "work search plan." With modification the "eligibility review," prepared when an unemployment claim is initiated, could serve as the employability plan. When it is determined that a claimant has little probability of re-employment without either undergoing retraining or accepting less skilled work, The Council recommends that:

RECOMMENDATION II. The North Carolina Employment Security Commission require that the employability plan identify employment alternatives and training options, one of which must be selected in order to receive unemployment benefits.

The determination of work and training options could involve career information such as is provided by the North Carolina CHOICES system and other information regarding the individual's potential. Ideally, the employment alternatives and training options which are identified by the Employment Security Commission should be those that maximize the carry-over of skills and personal characteristics which were required in the prior job.[12] The need for the State's workforce to be retrained will increase as the effects of automation, robotics, and the information technologies affect the workforce. The implementation of training for the unemployed will require coordination with the providers of skills training.

There are a number of education and training sites located throughout the State. Most public education and training is provided through local high schools and Community College institutions. Currently, there are more than 2,000 public schools which are controlled by 143 local boards of education. In addition there are 58 Community College institutions which are

controlled by independent boards of trustees. These Community College institutions are located within 30 miles of 90% of the State's population. These public schools and post-secondary institutions provide a number of regular programs and services. In addition, special programs are offered. At the secondary school level, special programs include the extended day program for individuals needing education and training beyond the regular school day as well as programs offered through community schools. Likewise Community College institutions provide regular programs and special programs such as adult education and extension programs. State policies for these programs are established by the State Board of Education and the State Board of Community Colleges. Therefore, The Council recommends that:

RECOMMENDATION III. The Employment Security Commission petition the State Board of Education and the State Board of Community Colleges to request local Boards of Education and Boards of Trustees to provide retraining for individuals identified by the Employment Security Commission.

It will be necessary for the State Board of Education and the State Board of Community Colleges to cooperate with the Employment Security Commission if the State is to implement this retraining initiative for the unemployed. Without the support of local boards of education and local boards of trustees, the needed retraining of the unemployed cannot reasonably take place as these local boards control facilities and staff that will be needed in order to provide for the retraining of the unemployed. Accordingly, The Council recommends that:

RECOMMENDATION IV. The State Board of Education and the State Board of Community Colleges petition the Employment Security Commission to implement Recommendations I and II;

AND, that

The State Board of Education and the State Board of Community Colleges petition the local Boards of Education and Boards of Trustees to provide the necessary retraining of individuals identified by the Employment Security Commission.

The Council is aware that there is little prospect for additional funding at this time; therefore, if the retraining of the unemployed is to be addressed, existing funds must be used more effectively. In addition to the support already provided, there are funds which could be focused on this initiative. For example, the unemployed can use unemployment benefits to purchase training. Moreover, the Job Training Partnership Act, under Title III, permits State unemployment insurance funds to be used in providing up to 50% of the required non-Federal matching funds for retraining eligible individuals;[13] and Targeted Jobs Tax Credits may be used to encourage employers to hire disadvantaged students in cooperative education programs.[14]

The Council is also aware that there are a number of other agencies which could be brought into a fuller development of this retraining initiative. These agencies include at least the North Carolina Departments of Labor and Commerce, and the new councils under the Job Training Partnership Act. The full implementation of the retraining of the unemployed should involve the collaboration of industry, labor, and government in planning, funding, and operating retraining programs.[15]

If the Recommendations in this report had been in effect during 1982, some 431,000 unemployed North Carolinians would have had their need for retraining examined by the Employment Security Commission and it is estimated that at least 25,000 individuals could have been in retraining. Moreover, the implementation of the Recommendations would contribute to the goal of upgrading North Carolina's unemployed with skills required in the job market.

FOOTNOTES

1. Striner, Herbert E., CONTINUING EDUCATION AS A NATIONAL CAPITAL INVESTMENT, W. E. Upjohn Institute for Employment Research, 1972, p. 57.

2. SELECT COMMITTEE ON THE DEPARTMENT OF PUBLIC EDUCATION, REPORT TO THE 1983 GENERAL ASSEMBLY OF NORTH CAROLINA, Select Committee to study the Department of Public Education, January 1983, p. 17.

3. BASIC DATA REPORT, 1982, Employment Security Commission of North Carolina Labor Market Information Division, Unpublished. (To be published, October 1983, entitled NORTH CAROLINA LABOR FORCE ESTIMATES BY COUNTY, AREA, AND STATE.)

4. TRENDS, Employment Security Commission of North Carolina Labor Market Information Division, December 1982, p. 8.

5. IBID. pp. 40-41.

6. EMPLOYMENT SECURITY LAW OF NORTH CAROLINA, (Reprinted from the General Statutes of North Carolina), Chapter 96 Section 2.

7. IBID. 96-6 and 96-9.

8. IBID. 96-13 (a).

9. IBID. 96-14 (4) a.

10. IBID. 96-13 (a).

11. "25,496 lost jobs in N.C. last year", The News and Observer, January January 30, 1983, p. 23A.

12. Hunter, John E., THE ECONOMIC BENEFITS OF PERSONNEL SELECTION USING ABILITY TESTS: A STATE OF THE ART REVIEW. 1981, Unpublished paper.

13. PL 97-300, The Job Training Partnership Act, Title III. Sec. 304 (b)(2), October 13, 1982.

14. "Targeted Jobs Tax Credit--PL 97-248", Manpower and Vocational Education Weekly, Vol. 14, No. 1, January 6, 1983, p. 8.

15 "Retraining is the Wave of the Future, Experts Say", Manpower and Vocational Education Weekly, Vol. 14, No. 2, January 13, 1983, p. 9.

APPENDIX A

GENERAL ASSEMBLY OF NORTH CAROLINA
SESSION 1983
RATIFIED BILL

RESOLUTION 12
SENATE JOINT RESOLUTION 136

A JOINT RESOLUTION EXPRESSING THE CONCERN OF THE MEMBERS OF THE GENERAL ASSEMBLY AT THIS TIME OF SUBSTANTIAL UNEMPLOYMENT, AND UNDER-EMPLOYMENT, AND URGING THAT ALL INSTRUMENTALITIES OF GOVERNMENT JOIN IN CONSTRUCTIVE ACTION TO ALLEVIATE THE PRESENT DISTRESS.

Whereas, the members of the North Carolina General Assembly are keenly aware of the serious problems being caused by unemployment, in North Carolina and in the entire nation; and

Whereas, this matter of critical importance is an issue for legislative consideration requiring the best thought and the most effective action that can be taken; and

Whereas, any action taken to improve employment serves to improve productivity and to increase the resources of the public treasury, which in turn allows further action to be taken for the benefit of all our citizens;

Now, therefore, be it resolved by the Senate, the House of Representatives concurring:

Section 1. The General Assembly of North Carolina hereby resolves to do all in its power to alleviate the problem of unemployment in the State.

Sec. 2. The General Assembly urges and encourages all educational institutions to become familiar with community needs, and to respond to these needs by adapting extension and vocational education programs to the employment conditions peculiar to their respective attendance areas.

Sec. 3. The General Assembly directs the State Board of Education to urge all educational institutions of this State to develop instructional courses and programs to teach practical and vocational skills to the unemployed.

Sec. 4. The General Assembly directs the State Board of Community Colleges to intensify the present vocational and technical instruction offered by the 58 institutions within its jurisdiction, and to make a redoubled effort to enroll those persons now unemployed, or under-employed.

Sec. 5. This resolution is effective upon ratification.
In the General Assembly read three times and ratified, this the 13th day of April, 1983.

JAMES C. GREEN

James C. Green
President of the Senate

LISTON B. RAMSEY

Liston B. Ramsey
Speaker of the House of Representatives

APPENDIX B

RECEIVED
APR 28 1983
DAC

North Carolina General Assembly
Senate Chamber
State Legislative Building
Raleigh 27611

SENATOR RACHEL GRAY
32ND DISTRICT
HOME ADDRESS: 612 GATEWOOD AVENUE
HIGH POINT, N. C. 27260

April 26, 1983

COMMITTEES:
STATE GOVERNMENT, VICE CHAIRMAN
SENIOR CITIZENS AFFAIRS, CHAIRMAN
BANKING
FINANCE
HUMAN RESOURCES
RULES AND OPERATION OF THE SENATE

Mr. C. D. Spangler, Chairman
State Board of Education
P. O. Box 36007
Charlotte, North Carolina 28236

Dear Mr. Spangler:

It has been brought to my attention that you are aware of Senate Joint Resolution 136 that I introduced and that was ratified on April 13, 1983. The Resolution is effective immediately and it calls on the State Board to assist with our substantial unemployed and under-employed people. A copy of the Resolution is attached for your information.

Recently, I read a paper titled "The Retraining of the Unemployed in North Carolina", prepared by the State Advisory Council on Education. I believe the recommendations in the paper, if fully implemented, have the potential to carry out the intent of my Resolution. I am informed that you discussed the Retraining paper at the recent meeting of your Board, but no action was taken. I want to urge you to act on the recommendations in the paper and I have asked Mr. Glenn Jernigan, Chairman of the Employment Security Commission, to assist in this effort. Moreover, I would appreciate it if you would ask your staff to keep you, the Board members, and me informed as to the implementation of the Resolution.

You are often quoted as saying that the General Assembly is "your banker". One of the roles of a banker, as you know, is to suggest a better return on your investment. The purpose of my Resolution is to make sure that our schools invest some energy in assisting the unemployed so that they can be prepared to go to work, so that in return they will be tax payers rather than a tax drain.

Thank you for your consideration of this request.

Sincerely,

Rachel Gray

Rachel Gray

CC: Members of the State Board
Dr. A. Craig Phillips
Mr. James O. Barber

RECEIVED
APR 28 1983
SAC

North Carolina General Assembly
Senate Chamber
State Legislative Building
Raleigh 27611

SENATOR RACHEL GRAY
33RD DISTRICT
HOME ADDRESS: 612 GATEWOOD AVENUE
HIGH POINT, N. C. 27260

April 26, 1983

COMMITTEES:
STATE GOVERNMENT, VICE CHAIRMAN
SENIOR CITIZENS AFFAIRS, CHAIRMAN
BANKING
FINANCE
HUMAN RESOURCES
RULES AND OPERATION OF THE SENATE

Mr. Carl Horn, Jr., Chairman
State Board of Community Colleges
2111 S. Wendover Road
Charlotte, North Carolina 28211

Dear Mr. Horn:

It has been brought to my attention that you are aware of Senate Joint Resolution 136 that I introduced and that was ratified on April 13, 1983. The Resolution is effective immediately and it calls on the State Board to assist with our substantial unemployed and under-employed people. A copy of the Resolution is attached for your information.

Recently, I read a paper titled The Retraining of the Unemployed in North Carolina, prepared by the State Advisory Council on Education. I believe the recommendations in the paper, if fully implemented, have the potential to carry out the intent of my Resolution. I am informed that you discussed the Retraining paper at the recent meeting of your Board, but no action was taken. I want to urge you to act on the recommendations in the paper and I have asked Mr. Glenn Jernigan, Chairman of the Employment Security Commission, to assist in this effort. Moreover, I would appreciate it if you would ask your staff to keep you, the Board members, and me informed as to the implementation of the Resolution.

Thank you for your consideration of this request.

Sincerely,

Rachel Gray

Rachel Gray

CC: Members of the State Board of Community Colleges
Dr. Robert W. Scott, State President

APPENDIX C

MAJORITY MEMBERS:
CARL D. PERKINS, KY., CHAIRMAN
WILLIAM F. FORD, MICH.
DEE ANDREWS, N.C.
GEORGE MILLER, CALIF.
BALTASAR CORRADA, P.R.
DALE E. KILDEE, MICH.
PAT WILLIAMS, MONT.
AUGUSTUS F. HAWKINS, CALIF.
MARIO BIAGGI, N.Y.
HAROLD WASHINGTON, ILL.
FREDERICK C. BOUCHER, VA.
MATTHEW G. MARTINEZ, CALIF.
(202) 225-4365

MINORITY MEMBERS:
WILLIAM F. GOODLING, PA.
RON PACKARD, CALIF.
MARGE ROUKEMA, N.J.
LARRY E. CRAIG, IDAHO
STEVE GUNDERSON, WIS.
STEVE BARTLETT, TEX.
JOHN N. ERLENBORN, ILL., EX OFFICIO

COMMITTEE ON EDUCATION AND LABOR

U.S. HOUSE OF REPRESENTATIVES
B-346C RAYBURN HOUSE OFFICE BUILDING
WASHINGTON, D.C. 20515

SUBCOMMITTEE ON ELEMENTARY, SECONDARY, AND VOCATIONAL EDUCATION

RECEIVED
MAR - 7 1983
SAC

March 4, 1983

Mr. E. Michael Latta
Executive Director
State Advisory Council on Education
Raleigh, NC 27604

Dear Mike:

Thank you for your letter giving me the recommendations of the State Advisory Council on Education concerning the retraining of the unemployed.

These recommendations will be very helpful. I have enclosed for your information copies of the letter Congressman Perkins sent to Secretary of Labor Raymond Donovan and his reply on this subject.

Sincerely,

John F. Jennings
Counsel

JFJ:tep

MAJORITY MEMBERS
CARL D. PERKINS, KY., CHAIRMAN
AUGUSTUS F. HAWKINS, CALIF.
WILLIAM D. FORD, MICH.
PHILLIP BURTON, CALIF.
JOSEPH M. GAYDOS, PA.
WILLIAM (BILL) CLAY, MO.
MARIO BIAGGI, N.Y.
IKE ANDREWS, N.C.
PAUL SIMON, ILL.
GEORGE MILLER, CALIF.
AUSTIN J. MURPHY, PA.
TED WEISS, N.Y.
BALTASAR CORRADA, P.R.
DALE E. KILDEE, MICH.
PETER A. PEYSER, N.Y.
PAT WILLIAMS, MONT.
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CONGRESS OF THE UNITED STATES
HOUSE OF REPRESENTATIVES
COMMITTEE ON EDUCATION AND LABOR

2181 RAYBURN HOUSE OFFICE BUILDING
WASHINGTON, D.C. 20515

December 9, 1982

The Honorable Raymond J. Donovan
Secretary
Department of Labor
Frances Perkins Building
Third Street and Constitution Avenue
Washington, D.C. 20210

Dear Mr. Secretary:

I have been contacted by several State legislators expressing concern that unemployed people receiving Federally assisted unemployment compensation are forbidden to seek further education or training.

As reflected by these State legislators, there seems to be some confusion among various State agencies about whether this prohibition is a Federal requirement or a State-imposed requirement. Therefore, I would be very appreciative if you could give me your views on this issue.

More specifically, I would invite your comments about the following: What exactly is required by Federal law? What is required by Federal regulation? And what is discretionary with the States?

Your comments in this regard would be very helpful; and after receiving them I will send them on to these State legislators who are, as follows: Mr. Horace Daggett of Lenox, Iowa; Mr. Lawrence Hawkins of Miami, Florida; Mr. Wally Horn of Cedar Rapids, Iowa; and Ms. Midge Miller of Wisconsin.

Thank you for your assistance in this matter.

Sincerely,

Carl D. Perkins
Chairman

CDP:mh

U.S. DEPARTMENT OF LABOR

SECRETARY OF LABOR
WASHINGTON, D.C.

FEB 8 1983

Honorable Carl D. Perkins
Chairman
Committee on Education and Labor
House of Representatives
Washington, D. C. 20515

Dear Mr. Chairman:

This is in reply to your letter of December 9, with reference to Federal and State requirements relating to unemployment compensation and education or training.

You have requested my comments on the following questions: What exactly is required by Federal law? What is required by Federal regulation? And what is discretionary with the States?

The Federal Unemployment Tax Act includes, as one of the requirements which a State unemployment compensation law must meet in order for employers in such State to be credited with a 2.7 credit against the Federal tax (3.5 percent as of January 1, 1983), the following provision:

> "Sec. 3304(a)(8) compensation shall not be denied to an individual for any week because he is in training with the approval of the State agency (or because of the application, to any such week in training, of State law provisions relating to availability for work, active search for work, or refusal to accept work);"

Additionally, in the Trade Act of 1974, as amended, State agreements with the Secretary of Labor regarding the payment of Trade Readjustment Allowances must meet the following requirements:

> "Sec. 236(a)(2). A worker may not be determined to be ineligible or disqualified for unemployment insurance or program benefits under this subchapter because the individual is in training approved under paragraph (1), because of leaving work which is not suitable employment to enter such training, or because of the application to any such week in training of provisions of State law or Federal unemployment insurance law relating to availability for work, active search for work, or refusal to accept work...."

There are no supplementary Federal regulations. States have adopted statutory provisions consistent with the Federal requirements which vary somewhat from State to State. In your letter you have indicated an interest in the laws of Florida, Iowa, and Wisconsin. Specific language in the laws of these States is quoted below, as follows:

Florida

"Sec. 443.091(c)2. Notwithstanding any other provisions in this section, no otherwise eligible individual shall be denied benefits for any week because he is in training with the approval of the division, nor shall such individual be denied benefits with respect to any week in which he is in training with the approval of the division by reason of the application of provisions in subparagraph 1. of this paragraph relating to availability for work, or the provisions of s.443.101(2) relating to failure to apply for, or a refusal to accept, suitable work.

"Sec. 443.091(c)3. Notwithstanding any other provision of this chapter, an individual who is in training approved under section 236(a)(1) of the Trade Act of 1974, as amended, may not be determined to be ineligible or disqualified for benefits with respect to his enrollment in such training, or because of leaving work which is not suitable employment to enter such training. For purposes of this subparagraph, the term 'suitable employment' means, with respect to a worker, work of a substantially equal or higher skill level than the worker's past adversely affected employment, as defined for purposes of the Trade Act of 1974, as amended, the wages for which are not less than 80 percent of the worker's average weekly wage as determined for purposes of the Trade Act of 1974, as amended."

Iowa

"Sec. 96.4.6. a. An otherwise eligible individual shall not be denied benefits for any week because the individual is in training with the approval of the director, nor shall the individual be denied benefits with respect to any week in which the individual is in training with the approval of the director by reason of the application of the provision in subsection 3 relating to availability for work, and an active search for work or the provision of section 96.5, subsection 3, relating to failure to apply for or a refusal to accept suitable work. However, an employer's account shall not be charged with benefits so paid.

b. An otherwise eligible individual shall not be denied benefits for a week because the individual is in training approved under 19 U.S.C. sec. 2296(a), as amended by section 2506 of the federal Omnibus Budget Reconciliation Act of 1981, because the individual leaves work which is not suitable employment to enter the approved training, or because of the application of subsection 3 or section 96.5, subsection 3, or a federal unemployment insurance law administered by the department relating to availability for work, active search for work, or refusal to accept work.

For purposes of this paragraph, 'suitable employment' means work of a substantially equal or higher skill level than an individual's past adversely affected employment, as defined in 19 U.S.C. sec. 2319(1), if wages for the work are not less than eighty percent of the individual's weekly benefit amount."

Wisconsin

"Sec. 108.04(16)(a) Benefits shall not be denied nor shall sub. (1)(a), (2) or (8) operate to deny benefits to any otherwise eligible individual for any week because the individual is enrolled in a full-time course of vocational training or basic education which is a prerequisite to such training, provided it is determined that:

1. The individual possesses aptitudes or skills which can be usefully supplemented by training; and

2. The course is expected to increase his opportunities to obtain employment, is of not more than 10 months duration, does not grant substantial credit leading to a bachelor's or higher degree, and is given by a school established under s. 38.15 or 38.155 or other training institution approved by the department; and

3. The individual can reasonably be expected to complete the training course successfully, and to find and accept work; and

4. The individual attended the training course full time during the given training week or had good cause for his failure to do so, and is making satisfactory progress in the course. The department may require the training institution to file a certification showing the individual's attendance and progress.

(b) Benefits may not be denied, nor does sub. (2), (7) or (8) operate to deny benefits to any otherwise eligible individual for any week because the individual is enrolled in, or left work that was not suitable to enter, training under section 236 of the federal trade act of 1974 as amended. The definitions in that act apply to the terms used in this paragraph.

The Wisconsin law otherwise provides for disqualification if the claimant fails either to apply for work when notified by a public employment office or to accept work when offered.

The operative provision of Federal law cited above was enacted in 1970 in the Employment Security Amendments of that year, effective as of January 1, 1972, and is clearly intended to encourage, not to forbid, the training of unemployment compensation claimants. This is also true of the 1981 amendment to the Trade Act. The State statutes quoted above have the same purpose. It is the position of this Department, and of the Administration in general, similarly to encourage training that will improve the employability of unemployment compensation claimants. The determination of whether a particular training opportunity is consistent with the individual State guidelines is, under Federal law, within the responsibility and authority of such State.

Please let me know if I can be of any further assistance.

Sincerely,

Signed Raymond J. Donovan

Raymond J. Donovan

APPENDIX D

Assembly Bill No. 3461

CHAPTER 1074

An act to add and repeal Chapter 3.5 (commencing with Section 10200) of Part 1 of Division 3 of the Unemployment Insurance Code, relating to the Employment Training Panel.

[Approved by Governor September 14, 1982. Filed with Secretary of State September 15, 1982.]

LEGISLATIVE COUNSEL'S DIGEST

AB 3461, Johnston. Employment Training Panel.

Existing law does not provide for an Employment Training Panel or an Employment Training Fund.

This bill would establish the Employment Training Panel in the Employment Development Department consisting of 7 members appointed by the Speaker of the Assembly, the President pro Tempore of the Senate, and the Governor, for 2-year staggered terms. The panel would allocate money in the Employment Training Fund, which would be appropriated annually in the Budget Act for the purposes of this bill.

This bill would permit the panel to meet as necessary and designate local review panels to review and recommend proposals to the panel for final approval, would require the panel to perform specified duties, and would specify the purposes for which the panel would be permitted to allocate money from the fund.

This bill would permit the panel to employ necessary personnel, and would require the Employment Development Department to develop and maintain a specified history of program participants and unemployment insurance claimants, and to cooperate with the panel by offering necessary technical assistance. It would require the Department of Economic and Business Development to provide specified technical assistance to the panel.

This bill would require the Legislative Analyst to report to the Legislature not later than May 1, 1984, and each May 1 thereafter, on the performance and the cost effectiveness of the program provided by the bill.

This bill would remain in effect only until January 1, 1987, unless a later enacted statute deletes or extends that date.

This bill would not become operative unless AB 3154 is enacted and becomes operative on or before January 1, 1983.

The people of the State of California do enact as follows:

SECTION 1. Chapter 3.5 (commencing with Section 10200) is added to Part 1 of Division 3 of the Unemployment Insurance Code, to read:

511—100 Reprinted 10-21-82 500

CHAPTER 3.5. EMPLOYMENT TRAINING PANEL

10200. The Legislature declares as follows:

(a) There are an inadequate number of jobs in this state to meet the needs of those seeking employment.

(b) Despite the large number of unemployed job seekers, many employers in new and expanding industries are having difficulty finding the skilled workers they need. A similar problem exists in industries where overall employment may not be expanding but where there is an acute need for skilled workers in particular occupations.

(c) Under existing law, all employer taxes paid into the unemployment insurance system compensate unemployment insurance recipients for being out of work. The intent of this chapter is to use a small portion of employer taxes to put unemployment insurance recipients to work by encouraging employers to locate and expand facilities in this state and training unemployment insurance recipients in skills needed by employers.

(d) The purpose of this chapter is to establish an employment training program which shall foster job creation, minimize employers' unemployment costs, and meet employers' needs for skilled workers by providing skills training to unemployment insurance claimants, recent exhaustees of unemployment insurance who have remained unemployed, and potentially displaced workers who would otherwise become unemployment insurance claimants. It is the intent of the Legislature that all training funded through this chapter result in jobs for those who successfully complete the training.

(e) The funds made available by this chapter shall supplement but not displace funds available through existing programs conducted by employers themselves and public programs such as the California Worksite Education and Training Act, the Youth Employment and Development Act, or apportionment funds allocated to the community colleges, regional occupational centers and programs, or other local educational agencies. In addition, it is further the intention of the Legislature that programs developed pursuant to this chapter shall not replace, parallel, supplant, compete with, or duplicate in any way already existing approved apprenticeship programs.

10201. As used in this chapter:

(a) "Employer" means any employer subject to Part 1 (commencing with Section 100) of Division 1 of the Unemployment Insurance Code, except any public entity, as defined by paragraph (3) of subdivision (a) of Section 135 of that code, and any nonprofit organization, as described in Section 608 of that code.

(b) "Eligible participant" means any person who, prior to beginning training or employment pursuant to this chapter, was either (1) unemployed and either receiving unemployment

insurance benefits, or had exhausted eligibility for unemployment insurance benefits within the previous 52 weeks, or (2) is employed but is determined by the panel to be likely to be displaced and therefore claiming unemployment insurance benefits.

(c) "Panel" means the Employment Training Panel created by Section 15382.

(d) "Fund" means the Employment Training Fund created by Section 1610.

(e) "Department" means the Employment Development Department.

(f) "Training agency" means any private training entity or local educational agency.

10202. (a) There is hereby established in the department the Employment Training Panel, consisting of seven persons with experience and a demonstrated interest in business management and employment relations.

(b) Two members of the panel shall be appointed by the Speaker of the Assembly, two members of the panel shall be appointed by the President pro Tempore of the Senate, and three members of the panel shall be appointed by the Governor. The Governor shall designate a member to chair the panel, and the person so designated shall serve as the chair of the panel at the pleasure of the Governor.

(c) The members of the panel shall serve for two-year terms, except that of the initial members of the panel, one initial appointee of each appointing power shall serve for a one-year term.

(d) Members of the panel shall receive their necessary expenses, and per diem of one hundred dollars ($100).

10203. The panel may meet as necessary at locations throughout the state.

10204. The panel may designate local review panels to review and recommend proposals to the panel for final approval. Recommendations shall be based on the following:

(a) Local labor market demand.

(b) The capabilities and past performance of local training agencies and employers.

(c) In-kind contributions by employers, including, but not limited to, equipment, instructors, and training facilities.

(d) The priorities established in subdivision (b) of Section 10205.

The panel shall have the authority to withdraw its designation from those local review panels which do not meet these standards.

10205. The panel shall do all of the following:

(a) Solicit proposals and write contracts on the basis of proposals made directly to it and on the basis of the recommendations of the local review panels. Contracts may be written with any employer or any group of employers acting jointly or any training agency for the purpose of providing employment training. These contracts shall be in the form of fixed-fee performance contracts. Notwithstanding any provision of law to the contrary, contracts entered into pursuant to

this chapter shall not be subject to competitive bidding procedures. No contract shall be written for a period of more than 18 months.

(b) Allocate the Employment Training Fund. In doing so, the panel shall seek to facilitate the employment of the maximum number of eligible participants in jobs with definite career potential and long-term job security. In no case shall the statewide allocation be based solely on population. Nothing in this chapter shall be construed to preclude the panel from entering into contracts with employers, groups of employers, or training agencies for the provision of training in multijurisdictional areas of the state. In writing contracts, priority shall be given to employers and training for employers who are expanding their business enterprises in this state, to employers and training for employers who are establishing enterprises in areas targeted for economic development by the Department of Economic and Business Development, and to employers and training for employers in industries in which there are critical skills shortages. Preference shall be given to apprenticeship and similar training in which a person is employed at the commencement of training.

(c) Establish minimum standards for the consideration of proposals, which shall include, but not be limited to, the identification of employers who will employ successful trainees, the number of jobs available, the skill requirements for the identified jobs, the projected cost per trainee, and the wage level of the available jobs. No proposal shall be considered which proposes training for employment covered by a collective-bargaining agreement unless the signatory labor organization agrees in writing.

(d) Ensure the provision of adequate fiscal and accounting controls for, monitoring and auditing of, and other appropriate technical and administrative assistance to, projects funded by this chapter.

(e) Provide for evaluation of projects funded by this chapter. Individual project evaluations shall contain a summary description of the project, the number of persons entering training, the number of persons completing training, the number of persons employed at the end of the project, the number of persons still employed three months after the end of the project, the wages paid, the total costs of the project, and the total reimbursement received from the Employment Training Fund

(f) Report annually to the Legislature, by September 30, on projects operating during the previous state fiscal year. These annual reports shall provide separate summaries of (1) projects completed during the year, including their individual and aggregate performance and cost; and (2) projects not completed during the year, briefly describing each project and identifying approved contract amounts by contract and for this category as a whole. The first annual report is due September 30, 1984.

(g) Expedite the processing of contracts for firms considering

locating or expanding businesses in the state, as determined by the Department of Economic and Business Development.

10206. The panel may allocate money in the fund for any of the following purposes:

(a) Reimbursement of actual training costs incurred by employers and training agencies and for reasonable administrative costs.

(b) Costs of program administration incurred under this chapter.

(c) Costs of the Legislative Analyst's program evaluation conducted pursuant to Section 15395.

10207. Programs approved under Chapter 2.7 (commencing with Section 9900) of Division 3 of the Unemployment Insurance Code may apply to the panel for funding for programs that further the purposes of this chapter.

10208. Nothing in this chapter shall be construed to preclude any employer from contracting with any public or private training entity for services, subject to the approval of the panel.

10209. (a) Contracts shall only be made with employers, groups of employers, or training agencies for job-linked training which provides specific skills for career advancement or which is preparatory for, and leads directly to, jobs with definite career potential and long-term job security.

(b) Payments shall be made in accordance with a performance contract under which partial payments may be made during training, a partial payment may be made on placement or retention of each trainee, and not less than 25 percent of the negotiated fee is withheld until the trainee has been retained in employment for 90 days after the end of training.

10210. Contracts shall be made with training agencies only if the training agency can demonstrate all of the following:

(a) The training agency has a satisfactory record of past performance in the placement and retention of former trainees and employer satisfaction with former trainees.

(b) The training agency can demonstrate labor market demand for the proposed training. Proof shall include, but not be limited to, the documented need of specific employers for the workers proposed to be trained in the skills proposed by the training agency.

(c) The training agency can demonstrate that the training prepares trainees in a manner satisfactory to employers.

(d) The training agency can demonstrate that its accounting systems include controls adequate to check the accuracy and reliability of accounting data, promote operating efficiency, and assure compliance with government requirements and generally accepted accounting principles. The panel shall have full access at any time to these accounting systems to assure compliance with these standards.

10211. A trainee or employee participating in a training program pursuant to this chapter shall be considered to be in a training program having the approval of the director under the provisions of

Section 1274.1 of the Unemployment Insurance Code.

10212. The panel may employ personnel necessary to carry out the purposes of this chapter. All personnel of the panel shall be under the supervision of the chair or an executive director to whom he or she delegates this responsibility. All personnel shall be appointed pursuant to the State Civil Service Act (Part 1 (commencing with Section 18000) of Division 5 of Title 2 of the Government Code), except for an executive director and two assistant directors, who shall be exempt.

10213. The Employment Development Department shall cooperate with the panel by offering necessary technical assistance, which may include, but is not limited to, labor market information, projections of occupational demand, and information and advice on alternative training strategies.

10213.5. The Department of Economic and Business Development shall determine those firms considering locating or expanding businesses in the state in order to enable the Employment Training Panel to expedite the processing of contracts for these firms pursuant to subdivision (g) of Section 10205. The Department of Economic and Business Development shall also provide technical assistance by marketing the Employment Training Fund to newly locating or expanding businesses in the state and by assisting in the packaging of employer contracts for training of eligible participants from the Employment Training Fund.

10214. To assist the panel and the Legislature in assessing the impact of this chapter over an extended period of time, the Employment Development Department shall develop and maintain a continuous employment, wage, and benefit history of participants in projects authorized pursuant to this chapter and of a random sample of unemployment insurance claimants. The design of this history shall be subject to the review and approval of the panel and the review and recommendations of the Legislative Analyst.

10215. The funding of individual project grants by the panel may take the form of either direct grants to the employer or training agency, or credits to the employer's liability for unemployment insurance contributions or reimbursements. Credits to the employer's liability for unemployment insurance contributions or reimbursements shall be drawn from the Employment Training Fund.

10216. The Legislative Analyst shall report to the Legislature by May 1, 1984, and each May 1 thereafter, on the performance and the cost effectiveness of the program operated under this chapter. The Legislative Analyst's report shall recommend any appropriate improvements to be made if the program is extended beyond January 1, 1987. Recommendations shall include statutory changes and other sources of funding which are from existing programs and not employer-financed.

10217. Funds in the Employment Training Fund created by

Section 1610 shall be appropriated annually in the Budget Act by the Legislature for allocation by the panel for the purposes of this chapter.

10218. This chapter shall remain in effect only until January 1, 1987, and as of that date is repealed, unless a later enacted statute, which is chaptered before January 1, 1987, deletes or extends that date.

SEC. 2. Nothing in this act shall be construed to create any liability or authorize any sanctions against an employer who provides assurances of employment for trainees and is unable to employ trainees as anticipated due to circumstances beyond the control of the employer.

SEC. 3. The Department of Business and Economic Development shall discharge its new responsibilities under this act relating to the Employment Training Fund within the existing staff positions authorized for the 1982–83 budget year.

SEC. 4. This act shall not become operative unless Assembly Bill No. 3154 of the 1981–82 Regular Session of the Legislature is enacted and becomes operative on or before January 1, 1983.

o

SECTION 6

Are teachers prepared to *learn* to teach?

A STATEMENT TO THE BOARD OF GOVERNORS TASK FORCE ON THE PREPARATION OF TEACHERS

by the
State Advisory Council on Vocational Education

Adopted
February 21, 1986

EXECUTIVE SUMMARY

I. The first action of the Board of Governors Task Force on the Teacher Preparation Program Study should be to reiterate the role of The University in preparing teachers and that a new and specific commitment be made to specialty areas such as preparing vocational education teachers.

II. A "Lighthouse" Institute for Vocational Education should be established.

III. Teacher preparation should be enhanced in each of the constituent institutions of The University.

IV. The term "vocational education" ought to have a standard meaning among the educational enterprise.

V. A new method of certifying teachers and approving teacher education programs should be established.

VI. Subject matter competence and proficiency in teaching methods should be assured in the preparation of teachers.

VII. The standards for and the preparation of vocational education personnel should be essentially the same as for other educators.

VIII. The preparation of all future teachers should focus on the use of technological devices.

IX. A continuing, permanent "Study Group" should be maintained to focus attention on Teacher Preparation.

X. Teaching should be enhanced by establishing a professional compensation plan.

A STATEMENT TO THE BOARD OF GOVERNORS TASK
FORCE ON THE PREPARATION OF TEACHERS
by the
State Advisory Council on Vocational Education

The State Advisory Council on Vocational Education, hereinafter called "The Council," is pleased to respond to an invitation to provide testimony to the Board of Governors Task Force on the Preparation of Teachers. First, we recognize the task assigned by the General Assembly to conduct a Teacher Preparation Program Study is a complex undertaking. Second, we recognize there are no simple, easy solutions to improving the teacher preparation programs in the State. Nonetheless, we offer the following as our thoughts on the overall topic of teacher preparation, with special emphasis on the needs of preparing vocational education teachers.

Teaching is an important profession. While teaching occurs in private schools and colleges, the term "teaching," as used in this paper, means the process by which teachers impart information, concepts, and values to students in classes conducted in the State's public schools, community colleges, and public universities as well as in the State's specialty education institutions such as the juvenile training schools and schools of the deaf and blind.

One of the main duties of the constituent public universities should be to prepare for and to offer quality teacher preparation programs for prospective teachers who plan to teach in the educational institutions in the State. The University, over the years, has done a creditable job in preparing for the "academic disciplines," but The University has not been as responsive to preparing teachers for vocational education programs. As the Board of Governors found in its 1976 Teacher Education Review Program (TERP), as reported in the Long-Range Plan, 1977-82:

> The study clearly indicated no basis for further expansion of teacher education programs in the university at this time or for the foreseeable future. Some specific areas of high demand do remain (e.g., reading education, special education, vocational education ...) and institutions were advised to reallocate their resources to expand productivity in these areas while decreasing productivity of areas of oversupply. (Emphasis added.)

Indeed, at the May 1982 meeting of the Board of Governors, a document entitled Industrial Arts, Vocational and Technical Education, and Engineering Technology Programs was reviewed. While no recommendations were made, the study did contain two conclusions. One conclusion was that the study "... served as a means to make a general assessment of the adequacy of existing degree program offerings in 'technology' in UNC institutions and the extensiveness of these offerings." As to extensiveness of offerings, it was found that "... the enrollment declines noted in programs in industrial arts and vocational and technical education at the undergraduate level ... are cause for concern." Enrollment levels in these programs will be monitored over the next two years to see if some "specific action is needed." The study concluded that there "... are some changes in program offerings that merit further study by the institutions and by the General Administration."

A 1984 follow-up to the 1982 study on Industrial Arts, Vocational and Technical Education, and Engineering Technology Programs by a university official, requested by The Council, found some modest enrollment increases in five of the six public teacher training institutions from the Fall 1980 to the Fall 1984. Also, the number of degrees conferred increased slightly at five of the six public institutions. (See Appendix I.) Yet, the 1982-87 Long-Range Plan of the Board of Governors does not specifically consider the need for vocational education teachers. Regarding this lack of specific attention to vocational education, university officials wrote in a letter that a "... statement

referring to the State Plan for Vocational Education in that document and reaffirming the university's role as set forth in that document would be appropriate for the next and subsequent editions of the Long-Range Plan." Nevertheless, the 1984-89 Long-Range Plan does not contain a reference to the special need for vocational education personnel.

This evidence shows that, notwithstanding the findings of the 1976 Teacher Education Review Program (TERP) by the Board of Governors (as aforementioned), the preparation of vocational education personnel has not received the attention which it warrants. Indeed, even now about 15 percent of the vocational education teachers in the public schools do not hold a four-year college degree. Also, about 25 percent of the vocational/technical faculties of the community colleges have less than a four-year degree, with about 15 percent having less than a two-year degree. As The Council observed in 1984:

> Is it necessary or desirable for individuals to be teaching (or employed in education) without earned degrees? In the main, The Council does not believe this to be good public policy. This is especially so because the State has the capacity to deal with this issue and provide the training needed by skills teachers now and in the future.

Accordingly, The Council recommends the first action of the Board of Governors Task Force on the Teacher Preparation Program Study should be to reiterate the role of The University in preparing teachers and that a new and specific commitment be made to specialty areas such as preparing vocational education teachers.

The Board of Governors, however, should initiate a renewed effort to serve the education needs of the State based on the demand for teachers as projected by the State Board of Education and the State Board of Community Colleges. If the Vocational Education Study (mandated by the 1985 General Assembly to be conducted by the Joint Legislative Commission on Governmental Relations)

reiterates the posture of the 1977 General Assembly that vocational education is to be an "integral part of the educational process" in the public secondary schools, then the State Board of Education should be in a position to make a substantial and clear request to the Board of Governors about the personnel needs in vocational education for the immediate future. Likewise, the State Board of Community Colleges, from the findings of the "outside, independent" study (also, mandated by the 1985 General Assembly), should be in a position to indicate its personnel needs as the Community College Study is to look at "proper staffing patterns" as well as the impact of "part-time students" on the system.

Notwithstanding these studies, The Council believes that, at least, the following recommendations should be proposed by the Board of Governors Task Force on the Preparation of Teachers:

I. The University should reiterate its historical commitment to teacher preparation with special attention to vocational education (as previously mentioned--see p. 3).

II. A "Lighthouse" Institute for Vocational Education should be established. An Institute for Vocational Education should be established at one of the constituent universities (a revised/renewed "Center for Occupational Education" at NCSU could serve this purpose). An appropriate number of "satellite centers" or subsidiary lighthouses should be established at other public universities. Such "satellite centers" should be located near community college institutions that offer the first two years of the "Vocational Education Instructor Program." This idea suggests that in the vocational education "skill areas" of preparation for teachers, the community college institutions are likely the best place for the training.

As The Council stated in 1984:

> It is for these reasons and others that The Council recommends that the State Board of Community Colleges develop a plan to train the needed skills teachers through the community college system for the first two years. This plan should be developed in close cooperation with the State Board of Education, the Board of Governors, and the Association of Independent Colleges and Universities in the State. The idea is that the State Board of Community Colleges would establish the needed programs through local community college institutions. The programs would provide beginning training for a number of skills teachers (the number of teachers to be in line with needs identified by the State Board of Education and other agencies). Then public universities, and private colleges and universities would complete the preparation of these teachers.
>
> Such an idea is not new. This concept was suggested in 1981 in the Report on the Quality Assurance Program, presented to the State Board of Education and the Board of Governors of the University of North Carolina. That document states: "An effort should be made to solve this problem and might best be undertaken in close cooperation with the Department of Community Colleges."

III. Teacher Preparation should be enhanced in each of the constituent institutions of The University.

There are at least five (5) ways that teacher preparation should be enhanced in the constituent institutions. First, the role of teacher education should be a central and compelling institution function. Second, the management of and the location of the teacher education programs should be organized in a more systematic way. Vocational teacher preparation programs in most of the public universities are located in a different school/department other than the school/department of education. One school/department ought to be in charge and responsible for all of the programs for teachers, including vocational education teachers. Third, prospective teachers should be taught more effectively how to teach students using "concrete" examples rather than with "abstract" examples. Research suggests that most

students learn best when taught with "concrete" examples. Yet, much of our teaching, and teacher preparation, seems to focus on the use of "abstract" principles. Fourth, the institutions preparing teachers should have an "outreach" capacity in order to serve the school personnel in their geographic area. This idea suggests that one activity of the teacher preparation institutions should be to identify and to contact (if possible) individuals who were former teachers, but who are not currently teaching (or otherwise employed) and retrain them for the current market. Moreover, people who have never been teachers, but prefer now to teach should be assisted by the constituent institutions through a "lateral" entry program. Fifth, teacher preparation programs at each institution should be funded at a substantial rate; indeed, at a rate that will attract and keep outstanding preparers of teachers.

IV. The term "vocational education" ought to have a standard meaning within the educational enterprise.

When the term "vocational education" is used by the educational community it ought to convey the same meaning. Such appears not to be the case. For example, in the 1984-89 Long-Range Plan of the Board of Governors of The University "Industrial Arts, Vocational, and Technical Education," is coded (0839), separate and different from the other areas of vocational education such as agricultural education (0892), or business, commerce, and distributive education (0838). (See also page 2 and Appendix I.) Even departments responsible for preparing vocational education personnel are sometimes called "Occupational Education" (or other names) even though the common usage of the term in the public schools and community colleges is "vocational education." The Council recommends a

common use by all educational institutions so all will know what is meant by the term "vocational education" teacher.

V. A new method of certifying teachers and approving teacher education programs should be established.

What The Council is proposing is a new and independent "Professional Educators Standards Commission." This Commission should be established outside of the educational enterprise in order to set standards for teacher preparation programs and to set standards for individuals desiring to come into the education profession. These standards would apply to all public-state/federal-funded educators, including those employed in the community colleges and the public universities. This idea is not new. It was suggested in a 1981 Report on the Quality Assurance Program and presented to the State Board of Education and the Board of Governors. One of the ten "policy and procedural changes" offered was that "The Quality Assurance Program may ultimately need to be applied to all education personnel."

As The Council observed in 1984:

The certification process has been in use by the State for over 85 years, having been established by the General Assembly in 1897. In that year a State Board of School Examiners was established with the power "... to grant ... certificates ...." In 1917, power was granted to this Board for the "... entire control of examining ... and certifying all applicants ..." to be employed in the public schools. On April 1, 1921 certification of professional personnel was assigned to the State Board of Education by the General Assembly. Certification over the years has served two purposes (1) to assure the public of some measure of quality in regard to educators

and (2) to "license" individuals who meet certain standards before entering the education profession. The Division of Certification of the State Department of Public Instruction is assigned the responsibility of certifying individuals under the rules and regulations established by the State Board of Education.

Perhaps no other area under the Board's control is less understood by the public and in the agency itself than certification. For example, on April 2, 1984 the Assistant Superintendent for Personnel Services and the Director of the Division of Certification wrote to the Assistant Superintendent of Instructional Services a Memorandum titled: "Clarification of Certification Procedures." Several sentences from that Memorandum follow:

> "... we are writing this memo to clarify certification procedures to prevent problems and possible appearances of disagreement within the State Department by the LEAs [Local Education Agencies]."
>
> "The fundamental fact on which this memo is based is that all certification decisions to implement SBE [State Board of Education] certification policies are the final responsibility of the Division of Certification."
>
> "We have had a number of problems involving vocational education .... Since the Division of Certification now has that authority, clarification of policies and procedures should help eliminate such problems."
>
> "This is not related to any procedures now in operation but we think when vocational certification policies are revised, all references to approval of work experience skills at the State level should be deleted and the LEA [Local Education Agency] held fully responsible for making this decision. By doing this, we eliminate the possibility of an LEA shifting the blame to us for a poor decision since we approved the person's skill and work experience."

Likewise, a Memo dated June 13, 1984 from the Director of Vocational Education to the Director of the Division of Certification, dealing with

the subject: "Additional Vocational Education Certification Confusion," states:

> "I am ... assuming that from your letter ... that you are also able now to indicate how and on what vocational education funds can be spent. We are investigating to see if this is in conflict with State Plan for Vocational Education.
>
> "As indicated ..., the local people are also very upset, as well as advisory committee members. Certification has been and continues to be a critical element in assuring students of instruction by a content qualified person. I regret the state agency might be [doing] something which will damage this tradition.
>
> "Does this division need to recommend some action to Dr. Phillips for State Board approval to initiate the APA [Administrative Procedures Act] process for those administrative policies under which we had operated for some time?"

Even though certification has been a function of the State Board of Education for over sixty (60) years, there appears to be much confusion about the nature of its mission, and who is responsible for making "certification" decisions.

VI. Subject matter competence and proficiency in teaching methods should be assured in the preparation of teachers.

In addition to fully implementing the Quality Assurance Program, already adopted by the State Board of Education and the Board of Governors, it is proposed that subject matter competence and teaching method proficiency be assured by requiring the graduate of a teacher preparation program to serve an "apprenticeship" of one year before becoming eligible to receive a license. The apprentice would serve much as a student-teacher does currently. However, the apprentice would be paid a sum less than the first-year licensed teacher, but comparable to other professions having

similar preparation (see Number X, p. 12). Successful completion of an "apprenticeship" would be the last requirement before a license is issued; conversely, unsuccessful completors would not receive a license to teach in the State. The "apprenticeship" should be waived for individuals who have demonstrated under other circumstances that they are proficient in teaching. If an individual had served as an industry trainer for more than a year, for example, and if proficiency in teaching methods was documented, such experience could count for the apprenticeship period.

VII. The standards for and the preparation of vocational education personnel should be essentially the same as for other educators.

There is an obvious difference between a mathematician and a high school mathematics teacher, a scientist and a science teacher, a historian and a history teacher. The mathematician, the scientist, and so on, are trained to advance their field of knowledge and to, perhaps, create new knowledge in their field. Teachers of these various subjects are prepared to communicate the essence of these disciplines to students who might someday become mathematicians, or scientists, or historians, but who also might not. Even those who will not be working in the specified professions need a foundation of experiences in many areas to be effective citizens in our modern society. There is a difference in the way the scientist, for example, and the science teacher prepare for their life's work. The former is more deeply involved in the discipline, the latter in ways of communicating and motivating students with regard to that discipline. The math teacher is not required to be a mathematician first and a teacher second. But this has been the traditional approach to the selection of some vocational education teachers. They have been required

to be craftsmen first and teachers second. This might be defended if the State did not have the capacity to do better, but under the model put forward in this paper, this is inappropriate. The philosophy for the selection and training of vocational education teachers must become essentially the same as that for teachers in the other educational disciplines. Vocational education teachers should be required to complete a special preservice program. This is critical if vocational education is to fulfill potential envisioned for it (see Number II, pp. 4-5).

VIII. The preparation of all future teachers should focus on the use of technological devices.

More and more, the use of media should become a part of the teaching process. Telecommunications, for example, is likely to become a significant part of this development, especially for remote geographic areas or when there is a shortage of teachers or a need for specialized subject matter. Because there is a special need for vocational education courses in sparsely populated areas and because there is likely to continue to be a shortage of vocational education teachers for the foreseeable future, those that are adequately trained might be more fully utilized by "beaming" them into geographic areas that have a shortage of teachers and/or limited enrollment. Using telecommunications, an effectively prepared vocational education teacher could hold a class, for example, on Ocracoke Island for one or more students while teaching a "regular" class in a school in Hyde County (or for that matter at any other school in the State that could be reached by the "beam").

IX. A continuing, permanent "Study Group" should be maintained to focus attention on Teacher Preparation.

Because the State spends about 70 percent of its available funds on education and because the payroll of teachers constitutes the largest single expenditure out of the available funds, and because teachers have an impact on nearly every person in the State at one time or another, a permanent "Study Group" needs to be established to focus on teacher preparation. Perhaps the "Center for the Advancement of Teaching" at Western Carolina University should be assigned this "Study Group."

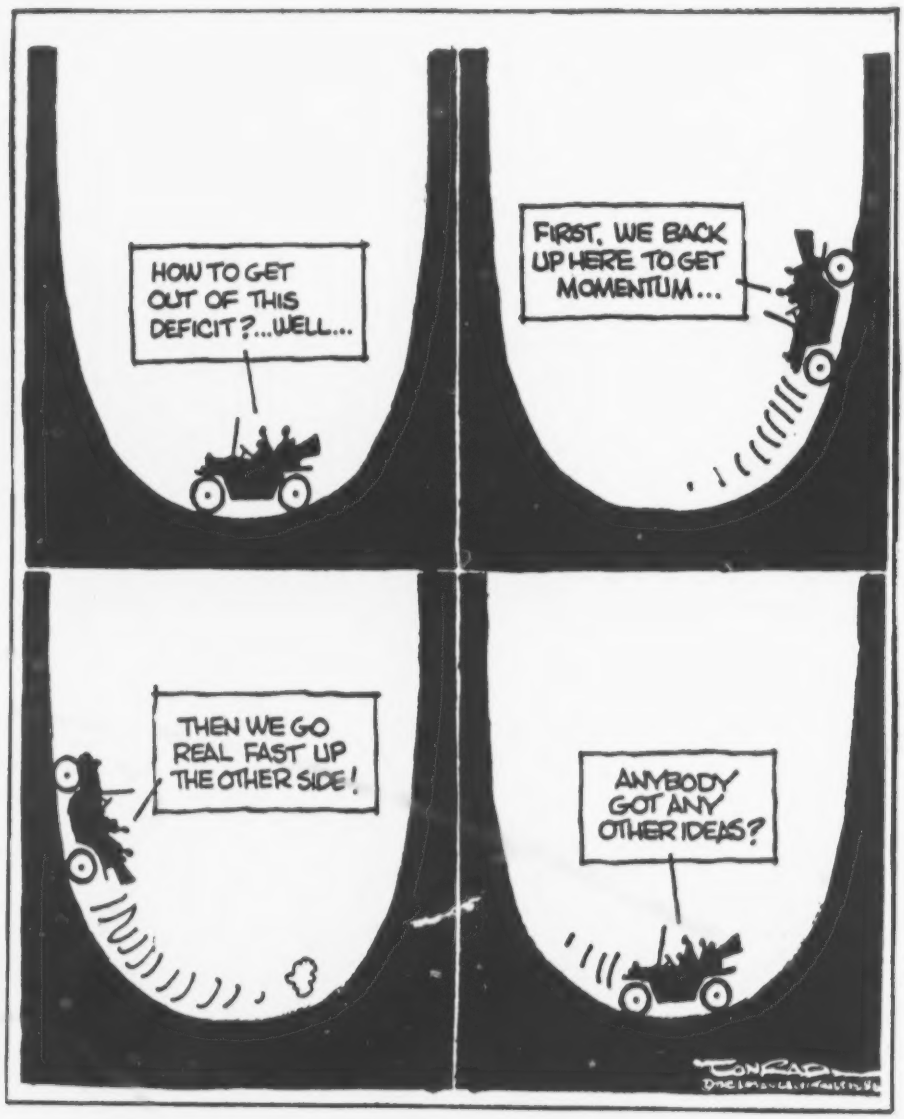
X. Teaching should be enhanced by establishing a professional compensation plan.

Teaching may never be seen as a profession unless an adequate compensation plan is established. Currently, most compensation plans are based on the availability of funds in the State's "General Fund" for that particular year. However, if the State is going to put the salary of teachers first, the suggested approach might include establishing a compensation plan based on an average of the salaries of a number of professions (say, five) that have the equivalent preparation as a beginning teacher. This average would establish the salary of the licensed teacher. Future salaries would be based on merit and cost-of-living allowances (COLA) and be kept in step with the professions having comparable preparation. Such a compensation approach would establish a professional salary for teachers.

As has been already stated, while there is no single answer to better prepared teachers, The Council believes the aforementioned recommendations would move us in a positive direction toward that goal. William A. Dees, First Chairman of the Board of Governors and current member, is reported recently to have said: "The biggest challenge ... facing the UNC System ... [is] to improve the quality of its schools of education, which trains at least 75 percent of the State's public school teachers." The Council concurs.

SECTION 7

We're all in this together.


HOW TO GET OUT OF THIS DEFICIT?...WELL...
FIRST, WE BACK UP HERE TO GET MOMENTUM...
THEN WE GO REAL FAST UP THE OTHER SIDE!
ANYBODY GOT ANY OTHER IDEAS?
CONRAD

THE STATE ADVISORY COUNCIL ON VOCATIONAL EDUCATION
RECOMMENDS A PROPOSAL TO ELIMINATE THE FEDERAL DEFICIT

Adopted
February 21, 1986

The State Advisory Council on Vocational Education, hereinafter called "The Council," has been established in the State, under the provision of Section 112 of Public Law 98-524. Among the Council's duties are to advise the State Board responsible for vocational education and to make reports to the Governor, the business community, and the general public concerning policies the State should pursue to strengthen vocational education, and initiatives and methods the private sector could undertake to assist in the modernization of vocational education programs in the State. The Council believes that a major problem, which threatens vocational education (along with the other programs funded with federal funds), is the federal deficit.

The American people have been promised relief by every recent president (and other elective offices), but efforts to correct skyrocketing deficits have failed. Recently, the Congress has enacted the Gramm-Rudman-Hollings Legislation. While the goal of this legislation to balance the federal budget by fiscal year 1991 is laudable, there is much uncertainty about whether this goal can be obtained with this legislation. Indeed, there is a court-test to determine the constitutionality of Gramm-Rudman-Hollings. In view of this uncertainty and in view of the mounting federal debt, the federal government should address this issue through different channels to eradicate deficit spending and to maintain a balanced budget.

The following is a proposal that should eliminate the deficit.

STEPS TO ELIMINATE THE FEDERAL DEBT

There are a number of steps which should be taken to eliminate the deficit.

I. Verify the Assets and Liabilities of the U.S.A.

The American people are entitled to an answer to the following questions with an exact accounting.

(a) What are our liabilities?
To Whom do we owe the debt?
When is it due, and in what amounts?
Do we have some debt that can be written off?

(b) What are our assets?
What do we own?
What items owned (land, building, gold, minerals, etc. are surplus?
In other words, do we have certain items which are not now needed from a strategic point of view?

According to the attached article from the U.S. NEWS & WORLD REPORT, February 25, 1985 (page 57), the U.S. government's liabilities exceed its assets by nearly 3.5 trillion dollars. In order to verify the U.S.A.'s assets and liabilities, the President should call on the Congressional leadership — House and Senate — to assign this task to the General Accounting Office (GAO). This office's resources and staff should be assigned this task as the resultant action from this effort will need Congressional acceptance in order to implement Step II (below). Since the GAO is a creation of Congress, being an independent agency, the result of its effort should have support in the Congress.

II. Create a Deficit Elimination Commission.

While Step I (above) is going forward, the U.S. Congress should establish a Deficit Elimination Commission (DFC). Appoint the brightest and most able people in America to it (but keep the Commission small in number, perhaps 6 to 10 people). Ask Lee Iaccocca to chair it, as he is known throughout America for bringing Chrysler back to its feet (of course with a federal loan). The purpose of the Commission would be two-fold:

(a) To conduct hearings throughout the country to gather input from our citizens as to how to eliminate the deficit, as well as to

educate our people as to the problem(s) caused by the debt. The Commission might get each Governor to hold hearings in every State and/or to formulate "deficit elimination" ideas. The results of the State's effort could be offered at regional hearings.

(b) To implement Step III, based on the findings in Steps I and II.

III. Pay off the Federal Debt.

Once the USA's assets and liabilities are verified (Step I), and citizen-input has been gathered (Step II), the DFC (Step II) should be in a position to implement Step III (Pay off the Federal Debt). The idea is that from the efforts in Step I, it would be determined which assets could be sold to pay off our liabilities and which assets could be sold without any damage to our strategic position in the world. For example, if it was found in the Step I process that the U.S.A. had a number of planes that it could sell or that we had a surplus of wheat or minerals and the like, the DFC would be empowered to sell all unneeded items to the highest bidder. Even surplus land and federal buildings, no longer needed, would be sold to the highest bidder. The funds from this effort would be applied to the federal debt.

Ideas gained from citizens through Step II, as applicable, would be implemented so as to eliminate the debt. Some ideas might need Congressional action; hence, laws would be proposed. Every action proposed in Steps I, II, and III that generate revenue should be dedicated toward eliminating the federal debt.

IV. Balance the Budget.

As the preceding Steps (I, II, and III) are underway, if it is determined that additional funds are needed to pay off the debt, Congress should establish a "deficit elimination tax" for that sole purpose. The tax should be added to all items or services sold; indeed, a national sales tax. However, the law establishing such tax should contain at least two (2) provisions: (1) that once the debt is paid the tax would expire, and (2) that all future budgets would have

to be balanced (unless a national emergency was declared, requiring the approval of two-thirds of the Congress on a roll-call vote). In all of these efforts, Congress should establish in law that none of the funds generated under these measures could be used for any purpose other than paying off the federal debt.

It is believed that a combination of the four steps could eliminate the federal debt over time.

2/25/86

PICTOGRAM

The Government's Red-Ink Ledger

Once again, the bottom line on the federal government's balance sheet is written in red.

A financial statement released by the Treasury for the fiscal year that ended Sept. 30, 1983, the latest available, shows the government's liabilities exceeding its assets by nearly 3.5 trillion dollars—an amount almost as large as the gross national product. The figure is 395 billion dollars bigger than the imbalance on the asset-liability ledger that existed a year earlier.

The widening gulf between what the government owns and what it owes does not mean, however, that Washington is going broke. The government not only can keep borrowing from private investors but it also can raise new funds through taxes.

Moreover, all the numbers cannot be taken at face value. Many assets are understated, such as the 263 million ounces of gold listed as worth only $42.22 an ounce—a fraction of the current market price. Nearly 700 million acres of public-domain land aren't even counted in the Treasury's evaluation.

On the other hand, liabilities of 4.3 trillion dollars also are understated, since they do not include 3 trillion of potential liabilities caused by loan and credit guarantees, insurance programs and other commitments.

The Federal Balance Sheet

Assets

(What the government owned—resources available to pay liabilities or provide public services in the future.)

Cash and monetary reserves	
Operating cash in the Treasury	$ 37.1 bil.
International monetary reserves	$ 26.1 bil.
Other cash	$ 16.5 bil.
	$ 79.7 bil.
Receivables (net of allowances)	
Accounts receivable	$ 31.9 bil.
Accrued taxes receivable	$ 24.7 bil.
Loans receivable	$221.5 bil.
Advances and prepayments	$ 7.8 bil.
	$285.9 bil.
Inventories	
Goods for sale	$ 44.7 bil.
Work in progress	$ 2.3 bil.
Raw materials	$ 13.9 bil.
Materials, supplies for government use	$ 67.1 bil.
Stockpiled materials, commodities	$ 15.5 bil.
	$143.5 bil.
Property and Equipment (at cost)	
Land	$ 10.5 bil.
Buildings, structures, facilities	$139.6 bil.
Military hardware	$292.0 bil.
Equipment	$ 82.0 bil.
Construction in progress	$ 37.3 bil.
Leasehold improvements	$ 2.3 bil.
Other	$ 4.6 bil.
Less accumulated depreciation	-$280.4 bil.
	$287.9 bil.
Deferred charges and other assets	$ 86.1 bil.
TOTAL ASSETS	$883.1 bil.

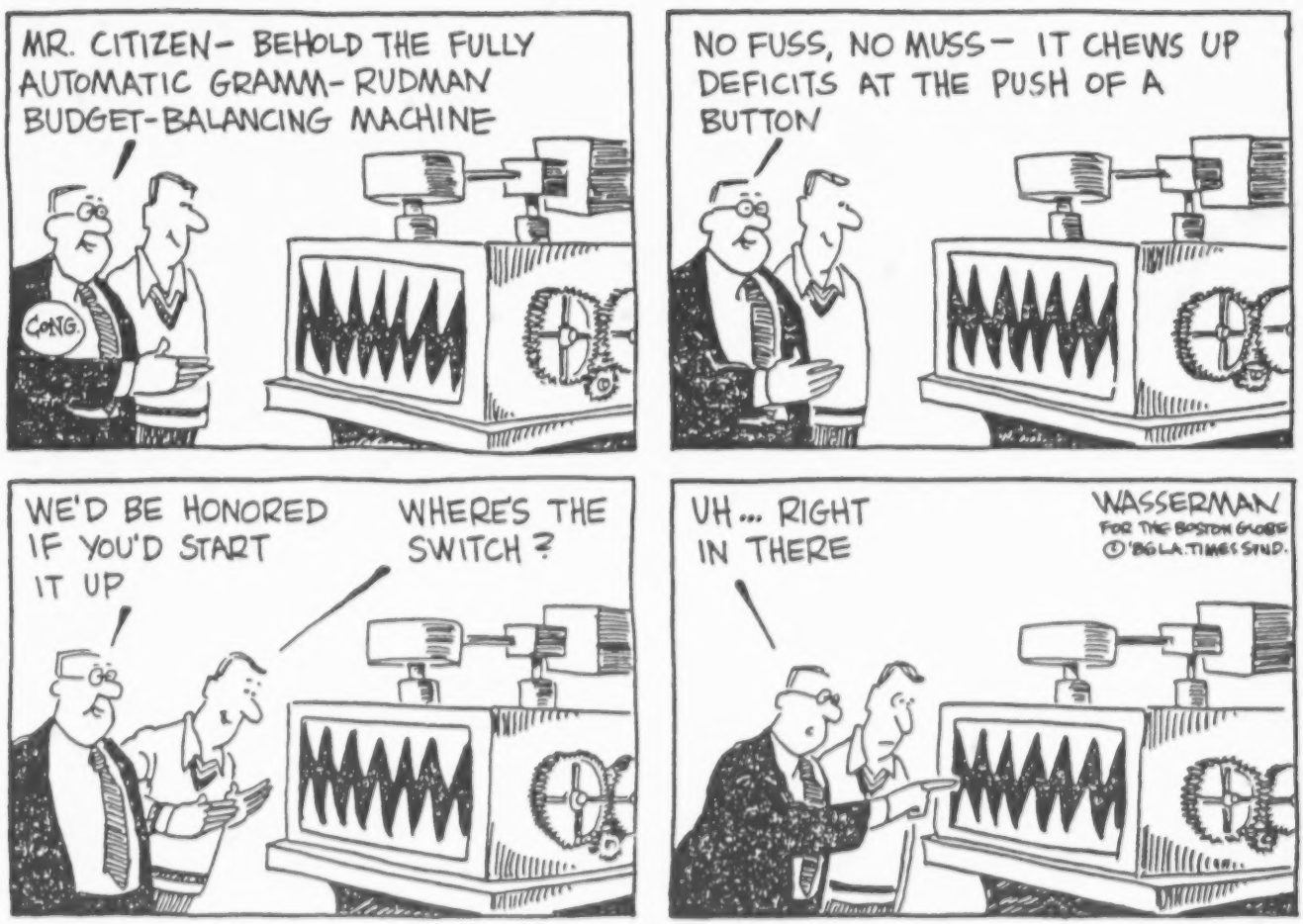
Liabilities

(what the government owed)

Accounts payable	$ 143.5 bil.
Unearned revenue	$ 28.5 bil.
Borrowing from the public	$1,130.4 bil.
Accrued pension and disability liabilities	
Military personnel	$ 444.3 bil.
Civilian employes	$ 514.6 bil.
Social Security	$1,778.4 bil.
Veterans' compensation	$ 223.0 bil.
Federal employes' compensation	$ 10.8 bil.
Other pension plans	$ 16.4 bil.
Contingent liabilities	$ 2.4 bil.
Other liabilities	$ 56.7 bil.
TOTAL LIABILITIES	$4,349.0 bil.

Liabilities	$4,349.0 bil.
Assets	-$ 883.1 bil.
LIABILITIES LESS ASSETS	$3,465.9 bil.

USN&WR—Basic data: U.S. Dept. of the Treasury


MR. CITIZEN- BEHOLD THE FULLY AUTOMATIC GRAMM-RUDMAN BUDGET-BALANCING MACHINE
GONG
NO FUSS, NO MUSS— IT CHEWS UP DEFICITS AT THE PUSH OF A BUTTON
WE'D BE HONORED IF YOU'D START IT UP
WHERE'S THE SWITCH?
UH... RIGHT IN THERE
WASSERMAN
FOR THE BOSTON GLOBE
©'86 L.A. TIMES SYND.

SECTION 8

Practical application prepares students for *LIFE*.

CHARTING THE FUTURE: Students Should Be Able to Satisfy High School Graduation Requirements with Appropriate Vocational Courses

Adopted by the
State Advisory Council on Vocational Education
February 21, 1986

The State Board of Education is authorized and directed to administer a comprehensive program of vocational education which shall be available to all students who desire it in the State's public secondary schools. Moreover, secondary vocational education is to be "...an integral part of the educational process..." under the public school laws of the state.[1]

The State Advisory Council on Vocational Education, hereafter called "The Council," was in the forefront of calling for the aforementioned legal requirement that established vocational education as an "integral part of the educational process." While much has been accomplished since the General Assembly of 1977 prescribed the state's policy for secondary vocational education, much more still needs to be done to assure that vocational education is, in fact, an "integral part of the educational process."

To make this state legal requirement a reality, The Council in 1983 recommended that the State Board of Education establish vocational education as a high school requirement.[2] The State Board of Education did not implement the recommendation; however, The Council continues to support the recommendation and believes it should be implemented. Notwithstanding that belief, The Council, in 1984, suggested that the State Board of Education encourage secondary schools to incorporate more instruction in basic, applied communications, computation, and calculation directly into the students' vocational education program.[3] While the State Board of Education did not directly respond to this suggestion, the State Board acknowledged that it "... is in agreement with the report ..."[4] in which the aforementioned suggestion was contained.

The Council now believes it is time for the State Board of Education to

require as a matter of statewide policy that Students Be Able To Satisfy High School Graduation Requirements With Appropriate Vocational Courses That Are Comparable To Or Surpass The Substance And Rigor Of The Traditional Academic Courses. The Council so recommends. This recommendation by The Council is supported by the Curriculum Study: Vocational Education. That report recommended "that steps be taken to IDENTIFY AND PERMIT THE USE OF SELECTED VOCATIONAL COURSES TO SATISFY ACADEMIC GRADUATION REQUIREMENTS."[5] Indeed, it is on the basis of the strength of secondary vocational courses – where learning occurs through knowledge application and accommodates various learning styles – that this recommendation is made. Moreover, some local boards of education have adopted a policy of this type whereby a student, for example, who successfully completes a course in accounting may earn a credit for math whereas a course in horticulture may earn credit for science.

Effective with school year 1986-87, twenty (20) units will be required in order to graduate from a public high school in this state. Many of the state's students are unlikely to stay in school to graduate if the state continues to require "more-of-the-same" kind of courses that have been offered in the past.[6] Therefore, The Council recommends that the State Board of Education require as a matter of statewide policy that STUDENTS BE ABLE TO SATISFY HIGH SCHOOL GRADUATION REQUIREMENTS WITH APPROPRIATE VOCATIONAL COURSES.

REFERENCES

[1]Public School Laws, 1983, issued by the State Board of Education, p. 74.

[2]THE NEXT MOVE, issued by The Council, August 12, 1983, pp. 7-10.

[3]"The Challenges of Emerging Technology," issued by The Council, February 24, 1984, p.3.

[4]Accountability Report for Vocational Education, Fiscal Year 1984, adopted by the State Board of Education, June, 1985, p. 203.

[5]Curriculum Study: Vocational Education, A Report From the Vocational Education Curriculum Study Committee to the North Carolina State Board Education, 1985, p.5.

[6]E. Michael Latta, "Is More Better?," VOICE, June 1984, pp. 17-18 and earlier released by The Council on May 18, 1984.

SECTION 9

If you can't cook, *who will cook for you*?

THE STATE ADVISORY COUNCIL ON VOCATIONAL EDUCATION RECOMMENDS THAT THE STATE BOARD OF COMMUNITY COLLEGES ENCOURAGE LOCAL COMMUNITY COLLEGE INSTITUTIONS TO GIVE SPECIAL ATTENTION TO THE NEED FOR TRAINED INDIVIDUALS FOR THE FOOD PREPARATION AND SERVICE OCCUPATIONS AND TO ADOPT THE FOLLOWING STRATEGIES TO SUPPORT THE EFFORTS OF LOCAL INSTITUTIONS.

Adopted
February 21, 1986

On February 20, 1981, the State Advisory Council released a Resolution which, in part, urged the State Board of Community Colleges in cooperation with the State Board of Education "... to exercise vigorous leadership in all areas of occupational education to encourage the development of training programs necessary for the supporting occupations which will be needed to have adequate work force in the 1980's." While efforts have been made to respond to this Resolution, much more needs to be done as is evidenced by the 1985 study of Occupational Forecast conducted for the State Board of Community Colleges. Among other facts, that study revealed that there are more skilled jobs in the state than there are people trained to fill them. Moreover, the study estimates that there is a need for over 10,400 trained people each year in food preparation and services occupations. The state's $4.2-billion-a-year travel and tourism industry needs trained cooks, bakers, dietetics technicians, and other food service workers.

Based on these facts, the State Advisory Council recommends that the State Board of Community Colleges urge local community college institutions to give special attention to the need for trained individuals for the food preparation and service occupations and to adopt the following strategies to support the efforts of local institutions.

(1) Keep the data about overall state needs in occupations before the leaders in local community college institutions. Data such as that made available from the Occupational Forecast, as well as other data, should be shared with local institution leaders at least twice a year.

(2) Adopt a state policy that requires each institution's continuing education operations (including occupational extension) to establish a local advisory committee made up of representatives of businesses, industries, and agencies to advise the local continuing education administrator on local needs.

(3) Require the Small Business Centers to give special attention to the needs of the "food preparation and service occupations" and to require that a representative of the "food preparation and service occupations" be a member of the small business center advisory committee at the local community college.

(4) Establish a position of "Hospitality Training Consultant" at the state level to focus attention on this area of need. The State Advisory Council is aware that this position was eliminated several years ago, but it believes that the position should be reestablished.

The State Advisory Council believes that a position response by the State Board of Community Colleges to the recommended strategies will provide overall direction for training the needed people for the food preparation and service occupations.

SECTION 10

Have you considered the *service* industry for a career change?

THE STATE ADVISORY COUNCIL ON VOCATIONAL EDUCATION RECOMMENDS THAT THE STATE BOARD OF COMMUNITY COLLEGES BROADEN THE SCOPE OF THE PROGRAM FOR NEW OR EXPANDING INDUSTRIES TO INCLUDE NEWLY CREATED SERVICE AS WELL AS MANUFACTURING JOBS

Adopted
February 21, 1986

Customized training for initial production employees of new or expanding manufacturing industries is an important responsibility of the North Carolina Community College System. Some 160,000 citizens over the past two decades have received training in specific job skills through the specialized industrial training projects for newly created manufacturing jobs.

Significant increases in new jobs in the nonmanufacturing service sector of the North Carolina economy have become evident in recent years. The recent report entitled the North Carolina Occupational Forecasts for 1985 Through 1990 for Selected Occupational Clusters, developed for the State Board of Community Colleges, "... clearly shows the program areas of greatest need for increased worker training are the Service ... areas." (p. 19) The two occupational training program clusters (of eleven shown on Table 6, p. 18) forecast to have the largest numerical shortages of trained workers were nonmechancial/manufacturing Business (14,882 annually) and Service (10,411 annually).

The policy of the State Board of Community Colleges addresses new and expanding industries solely for manufacturing firms or corporations despite the documented training needs in the service sector. The North Carolina Administrative Code for Community Colleges states, in part, in Chapter 2E .0400, Section .0401(b), "The State Board has developed and approved the following policy with respect to training manpower for individual manufacturing [underlining added] firms or corporations."

In order to enhance job training opportunities for the service sector in the State and to enlarge the job pool of potential service sector employees,

the State Advisory Council on Vocational Education, hereinafter called "The Council" recommends that the State Board of Community Colleges modify its existing policy to enable the New or Expanding Industries Program of the Department of Community Colleges to include customized training for new or expanding service businesses. Accordingly, The Council recommends that the State Board of Community Colleges amend its exiting policy on training for New and Expanding Industries to include service as well as manufacturing jobs by deleting the word "manufacturing" in the current policy (Section .0401(b) of the Administrative Code) so that the amended policy would read: "The State Board has developed and approved the following policy with respect to training manpower for individual firms or corporations."

SECTION 11

An Enlarged Mission for a New Institution

THE STATE ADVISORY COUNCIL ON VOCATIONAL EDUCATION RECOMMENDS THAT THE NAME AND ROLE OF THE NORTH CAROLINA SCHOOL OF SCIENCE AND MATHEMATICS BE EXPANDED: A RECOMMENDATION TO THE GOVERNOR, THE BOARD OF GOVERNORS, AND THE BOARD OF TRUSTEES OF THE NORTH CAROLINA SCHOOL OF SCIENCE AND MATHEMATICS, THE BUSINESS COMMUNITY, AND THE PUBLIC

Adopted
February 21, 1986

The North Carolina School of Science and Mathematics is in its fifth year of operation. It is widely recognized as one of the outstanding residential high schools of its type in these United States. Nevertheless, any institution can be improved. Such is the purpose of the aforementioned recommendation which is offered by the State Advisory Council on Vocational Education, hereinafter called "The Council."

The Carl D. Perkins Vocational Education Act, P.L. 98-524, requires The Council to recommend policies the state should pursue to strengthen vocational-technical education with particular attention for programs for the handicapped and to propose initiatives and methods the private sector could undertake to assist in the modernization of vocational-technical education programs. The Council believes that expanding the name and role of the North Carolina School of Science and Mathematics could be used to strengthen vocational-technical education in the state and to enhance the partnership between vocational-technical education, the disciplines of science and math, the business community, and the general public.

Notwithstanding the fact that the 1985 General Assembly rewrote the General Statutes (Chapter 116) by enacting Senate Bill 182 (Chapter 757), Sec. 206, that makes the North Carolina School of Science and Mathematics an affiliated school of the University of North Carolina with a separate Board of Trustees, it is the view of this paper that the NAME and ROLE of the North Carolina School of Science and Mathematics (NCSSM) should be modified. It is proposed that the NAME of the school be changed to the "North Carolina School of Science, Mathematics, and Technology (NCSSMT)" and that the ROLE of the School be modified to include technology. Adding technology to the name would in policy formalize the practice of the NCSSM. Currently, students are encouraging to "apply" the principles in their science and math courses by utilized computers (and in other ways) to simulate the "theory" they have learned. Moreover, the NAME and ROLE change would demonstrate that the state is interested in the application of knowledge (math and science) to "technology" which will have an impact on us all.

This concept of expanding the NAME and ROLE of the School of Science and Mathematics should have wide appeal to the business and industry community. It is likely that the public would be supportive, too. Accordingly, The Council recommends the NAME AND ROLE OF THE NORTH CAROLINA SCHOOL OF SCIENCE AND MATHEMATICS BE EXPANDED TO INCLUDE TECHNOLOGY.

SECTION 12

Our small businesses need more help: Futurists predict that 90% of employment opportunities will be in small businesses by the year 2000.

THE STATE ADVISORY COUNCIL ON VOCATIONAL EDUCATION RECOMMENDS THAT THE STATE BOARD OF COMMUNITY COLLEGES REQUIRE THE SMALL BUSINESS CENTERS TO OFFER APPROPRIATE ASSISTANCE, INCLUDING SEMINARS, TO PUBLIC SCHOOL VOCATIONAL EDUCATION PERSONNEL

Adopted
February 21, 1986

Twenty of the 58 community college institutions currently operate Small Business Centers. While the main purpose of these Centers should always focus on the needs of small businesses in the institution's service area, the State Advisory Council on Vocational Education, hereinafter called "The Council," recommends that these Small Business Centers offer appropriate assistance, including seminars, to public school vocational education personnel.

The reasons for this recommendation are as follows:

- With only 20 Small Business Centers, it would be virtually impossible for them to provide the necessary assistance to all of the small businesses in the state. Even if all of the community college institutions had a Small Business Center, there would probably be needs that could not be addressed. Since one of the goals of the Centers should be to develop a cadre of people in a community in order to provide assistance to small businesses to the maximum extent possible, with the least cost, providing appropriate assistance, including seminars, to the approximately 6,000 public school vocational education personnel should be a logical extension of the Small Business Centers.

- Since the vocational education personnel in the public schools provide programs and services to about 300,000 young people each year (with more than 65,000 graduating from high school in 1984 and with about 25 percent intending to go to work immediately after high school according to the 1985 Public Schools Statistical Profile, p. I-27), any information about the nature and the functions of a small business should logically be a part of the vocational education curriculum of the public schools. While all preparatory vocational education programs have as their mission the "job-entry preparation" for their students, most vocational education programs do not provide "entrepreneurship training" as a component of the course of study. An entrepreneur is defined as one who organizes, manages, and assumes the risk of a business. It is time for all vocational education preparatory programs to make "entrepreneurship training" a part of the program of instruction. The Council believes that the Small Business Centers could be of assistance in making the public school vocational education personnel more aware of the entrepreneurial needs of students, both now and in the future.

- Inasmuch as all of the certified vocational education personnel in the state are required to keep their certificates up to date by taking approved courses, The Council believes that an appropriate course related to the area of small business should be among those approved for public school vocational education personnel.

- Nearly 80 percent of the jobs in the state are in small businesses (with more and more people going into business for themselves); yet, there is a significant failure rate for small businesses during the first two years of operation. Consequently, it seems important to make public school vocational education personnel more aware of the overall operations of a small business in order to aid students who are going into business and to provide support to those existing small businesses which need assistance.

- Recently, the Board of Governors for the sixteen public constitutent institutions that make up the University of North Carolina established five Small Business and Technology Development Centers at strategic locations in the state. The main purpose of these five centers is the development of the "management capacity" of small businesses in the state. A close tie is being established between the five University Centers and the 20 existing Small Business Centers operated by the Community College System. Now is the time to establish a contact point for small businesses in every public secondary school in the state, utilizing vocational education personnel, and continuing with technical assistance for small businesses at community colleges and management development at public universities.

Accordingly, The Council recommends that the State Board of Community Colleges require the Small Business Centers to offer appropriate assistance, including seminars, to public school vocational education personnel.

SECTION 13

Which courses are more important than others?

Discrimination hurts, no matter what it's directed toward.

THE STATE ADVISORY COUNCIL ON VOCATIONAL EDUCATION RECOMMENDS THAT THE STATE BOARD OF EDUCATION ADOPT A STATE POLICY WHICH PROHIBITS LOCAL BOARDS OF EDUCATION (OR LOCAL SCHOOLS) FROM ESTABLISHING DIFFERENT "WEIGHTS" FOR COURSES IDENTIFIED IN THE BASIC EDUCATION PROGRAM (BEP).

Adopted
May 23, 1986

In 1977, the General Assembly of the State declared that "It is the intent of the General Assembly that vocational education be an integral part of the educational process." In 1984, the General Assembly declared that "It is the policy of the State of North Carolina to create a public school system that graduates good citizens with the skills demanded in the marketplace, and the skills necessary to cope with contemporary society, using state, local and other funds in the most cost-effective manner." (Chapter 1103, House Bill 1567). The 1985 General Assembly reiterated the aforementioned policy and further noted that "it is intended that the Basic Education Program provide each student in North Carolina public schools a basic level of instructional programs and services, regardless of geographic location or local economic factors ...." (Chapter 479, Senate Bill I, Preamble). Moreover, the 1985 General Assembly directed that:

> The Basic Education Program shall describe the education program to be offered to every child in the public schools. It shall provide every student in the State equal access to a Basic Education Program. Instruction shall be offered in the area of arts, communication skills, physical education and personal health and safety, mathematics, media and computer skills science, second languages, social studies, and vocational education. (emphasis added) (Chapter 479, Senate Bill I, Sec. 55 (c)).

It has come to the attention of the State Advisory Council on Vocational Education, hereinafter called "The Council," that some local boards of education (and some local schools) establish a "weight" for some courses greater than for others. The results of the policy encouraged students to take some courses over others because the "weighting" of courses determined, for example, who will be identified as a honor student or serve as a senior marshall. This "weighting" practice tends to suggest that some courses are more important than others; further the practice tends to make less weighted courses appear to have less value than heavier weighted courses. At a recent meeting, The Council was informed that students are discouraged from taking vocational education and art courses because of a policy of a local board of education that "weighted" these courses less than other courses.

Clearly, this type of local policy flies in the face of the BEP and the intent of General Assembly in the opinion of The Council. Indeed, a recommendation was made to the State Board of Education in the 1985 Curriculum Study: Vocational Education, "That steps be taken to ELIMINATE THE DISCRIMINATORY WEIGHTING OF CREDITS EARNED BY STUDENTS IN VOCATIONAL PROGRAMS." To date no

action has been taken on this recommendation. Moreover, a recent review of more than twenty (20) catalogues from institutions of high education (IHEs) in the State, including community colleges, did not reveal any instances where IHEs predetermines the "weight" of any course listed in their catalogues. Therefore, The Council believes that any local board of education (or local school) which has established a "weight" for courses offered through the public schools are not consistent with the practices of the IHEs of the State. Consequently, THE COUNCIL RECOMMENDS THAT THE STATE BOARD OF EDUCATION ADOPT A STATE POLICY WHICH PROHIBITS LOCAL BOARDS OF EDUCATION (OR LOCAL SCHOOLS) FROM ESTABLISHING DIFFERENT "WEIGHTS" FOR COURSES IDENTIFIED IN THE BASIC EDUCATION PROGRAM (BEP).

SECTION 14

Better learn how to cook.

THE STATE ADVISORY COUNCIL ON VOCATIONAL EDUCATION RECOMMENDS THAT THE STATE BOARD OF EDUCATION ENCOURAGE LOCAL EDUCATION AGENCIES TO GIVE SPECIAL ATTENTION TO THE NEED FOR TRAINED INDIVIDUALS FOR THE FOOD PREPARATION AND SERVICE OCCUPATIONS AND TO ADOPT THE FOLLOWING STRATEGIES TO SUPPORT THE EFFORTS OF LOCAL EDUCATION AGENCIES

Adopted
May 23, 1986

On February 20, 1981, the State Advisory Council released a Resolution which, in part, urged the State Board of Education, in cooperation with the State Board of Community Colleges, "... to exercise vigorous leadership in all areas of occupational education to encourage the development of training programs necessary for the supporting occupations which will be needed to have adequate work force in the 1980's." While efforts have been made to respond to this Resolution, much more needs to be done as is evidenced by a 1985 study of Occupational Forecast conducted for the State Board of Community Colleges. Among other facts, that study revealed that there are more skilled jobs in the state than there are people trained to fill them. Moreover, the study estimates that there is a need for over 10,400 trained people each year in food preparation and services occupations. The state's $4.2-billion-a-year travel and tourism industry needs trained cooks, bakers, dietetics technicians, and other food service workers.

Based on these facts, the State Advisory Council recommends that the State Board of Education urge local education agencies to give special attention to the need for trained individuals for the food preparation and service occupations and to adopt the following strategies to support the efforts of local education agencies.

(1) Keep the data about overall state needs in occupations before the leaders in local education agencies. Data such as that made available from the Occupational Forecast, as well as other useful data, should be shared with local education agency leaders at least twice a year.

(2) Adopt a state policy that requires each local education agency with a vocational education advisory council to have a representative of the "food preparation and service occupations" and to afford the advisory council an opportunity to advise the local board of education on local needs.

(3) Suggest that local vocational education programs give special attention to the needs of the "food preparation and service occupations" and to require a representative of the "food preparation and service occupations" to be a member of each vocational education program advisory committee at each school.

(4) Request the State Board of Community Colleges to implement the recommendations of the State Advisory Council on Vocational Education (adopted on February 21, 1986 and identified as Appendix I) which would "... REQUIRE THE SMALL BUSINESS CENTERS TO OFFER APPROPRIATE ASSISTANCE, INCLUDING SEMINARS, TO PUBLIC SCHOOL VOCATIONAL EDUCATION PERSONNEL."

The State Advisory Council believes that a positive response by the State Board of Education to the recommended strategies will provide overall direction for training the needed people for the food preparation and service occupations.

THE STATE ADVISORY COUNCIL ON VOCATIONAL EDUCATION RECOMMENDS THAT THE STATE BOARD OF COMMUNITY COLLEGES REQUIRE THE SMALL BUSINESS CENTERS TO OFFER APPROPRIATE ASSISTANCE, INCLUDING SEMINARS, TO PUBLIC SCHOOL VOCATIONAL EDUCATION PERSONNEL

Adopted
February 21, 1986

Twenty of the 58 community college institutions currently operate Small Business Centers. While the main purpose of these Centers should always focus on the needs of small businesses in the institution's service area, the State Advisory Council on Vocational Education, hereinafter called "The Council," recommends that these Small Business Centers offer appropriate assistance, including seminars, to public school vocational education personnel.

The reasons for this recommendation are as follows:

- With only 20 Small Business Centers, it would be virtually impossible for them to provide the necessary assistance to all of the small businesses in the state. Even if all of the community college institutions had a Small Business Center, there would probably be needs that could not be addressed. Since one of the goals of the Centers should be to develop a cadre of people in a community in order to provide assistance to small businesses to the maximum extent possible, with the least cost, providing appropriate assistance, including seminars, to the approximately 6,000 public school vocational education personnel should be a logical extension of the Small Business Centers.

- Since the vocational education personnel in the public schools provide programs and services to about 300,000 young people each year (with more than 65,000 graduating from high school in 1984 and with about 25 percent intending to go to work immediately after high school according to the 1985 Public Schools Statistical Profile, p. I-27), any information about the nature and the functions of a small business should logically be a part of the vocational education curriculum of the public schools. While all preparatory vocational education programs have as their mission the "job-entry preparation" for their students, most vocational education programs do not provide "entrepreneurship training" as a component of the course of study. An entrepreneur is defined as one who organizes, manages, and assumes the risk of a business. It is time for all vocational education preparatory programs to make "entrepreneurship training" a part of the program of instruction. The Council believes

that the Small Business Centers could be of assistance in making the public school vocational education personnel more aware of the entrepreneurial needs of students, both now and in the future.

- Inasmuch as all of the certified vocational education personnel in the state are required to keep their certificates up to date by taking approved courses, The Council believes that an appropriate course related to the area of small business should be among those approved for public school vocational education personnel.

- Nearly 80 percent of the jobs in the state are in small businesses (with more and more people going into business for themselves); yet, there is a significant failure rate for small businesses during the first two years of operation. Consequently, it seems important to make public school vocational education personnel more aware of the overall operations of a small business in order to aid students who are going into business and to provide support to those existing small businesses which need assistance.

- Recently, the Board of Governors for the sixteen public constitutent institutions that make up the University of North Carolina established five Small Business and Technology Development Centers at strategic locations in the state. The main purpose of these five centers is the development of the "management capacity" of small businesses in the state. A close tie is being established between the five University Centers and the 20 existing Small Business Centers operated by the Community College System. Now is the time to establish a contact point for small businesses in every public secondary school in the state, utilizing vocational education personnel, and continuing with technical assistance for small businesses at community colleges and management development at public universities.

Accordingly, The Council recommends that the State Board of Community Colleges require the Small Business Centers to offer appropriate assistance, including seminars, to public school vocational education personnel.

SECTION 15

***All* education is valuable.**

THE STATE ADVISORY COUNCIL ON VOCATIONAL EDUCATION RECOMMENDS THAT THE STATE BOARD OF COMMUNITY COLLEGES ESTABLISH A STATE FUNDING FORMULA FOR OCCUPATIONAL EXTENSION INSTRUCTION AT 100 PERCENT OF CURRICULUM SUPPORT AND TO SET A RATE OF 80 PERCENT FOR ALL OTHER EXTENSION INSTRUCTION FINANCED BY THE GENERAL ASSEMBLY

Adopted
May 23, 1986

The State Advisory Council on Vocational Education, hereinafter called "The Council," recommended in 1982 that the State Board of Community Colleges "... GIVE MORE EMPHASIS TO THE NONCURRICULUM OFFERINGS OF THE COMMUNITY COLLEGE SYSTEM (p. 12, ISN'T IT TIME?). (The term "Noncurriculum" is synonymous with the term "Extension.") The Council noted that from the years 1973 to 1982 financial support for curriculum offerings increased more than 75% compared to the 41% increase for "noncurriculum" (extension) courses. It was the opinion of The Council in 1982 that the growing disparity of financial support between curriculum and noncurriculum students brought about by the formula allocation "... may well be counterproductive ..." in that the managers of community college institutions would emphasize the more heavily funding curriculum courses.

What has happened since the 1982 recommendation of The Council? The situation is worse -- much worse. The funding differential between extension (noncurriculum) and curriculum courses has continued to widen. In the 1985-86 year, extension (noncurriculum) "Regular Budget FTE" was funded for $1,083 less than a curriculum "Regular Budget FTE" as compared to a $310 difference in 1973-74 (see APPENDIX I). The recent Research Triangle Institute report entitled The North Carolina Community College Study: Mission, Enrollment and Staffing Patterns, Funding Procedures, and Administration and Governance (May 1986) noted in a summary of "Appraisal by Community and Business Leaders," that, "Another complaint was about the austerity of the extension budget for occupational courses, which was seen as a larger deterrent to new and needed courses than was any institutional lack of interest" (p. 106). In "A Concluding Observation" section of the RTI report "... one responsible but troubled president ..." was quoted: ... I can support an occupational extension course by reclassifying it as curriculum, which is dishonest; or, I can fail to offer it when it is desperately needed, which is irresponsible" (p. 46).

The facts provided by The Council in 1982 indicated a trend toward de-emphasizing extension (noncurriculum) offerings by the community college system (p. 14, ISN'T IT TIME?). In the view of The Council, the facts in 1986 reaffirms that view (see Appendix I).

Clearly, the State Board of Community Colleges should take action to give more emphasis to extension (noncurriculum) offerings of the community college system. Moreover, a policy to insure near parity of funding for all extension (noncurriculum) classes with curriculum offerings should preclude the potential for future de-emphasis of extension (noncurriculum) offerings. Therefore, THE STATE ADVISORY COUNCIL ON VOCATIONAL EDUCATION RECOMMENDS THAT THE STATE BOARD OF COMMUNITY COLLEGES ESTABLISH A STATE FUNDING FORMULA FOR OCCUPATIONAL EXTENSION INSTRUCTION AT 100 PERCENT OF CURRICULUM SUPPORT AND TO SET A RATE OF 80 PERCENT FOR ALL OTHER EXTENSION INSTRUCTION FINANCED BY THE GENERAL ASSEMBLY.

APPENDIX I

CURRICULUM VS. NONCURRICULUM (EXTENSION)
FORMULA ALLOCATION, 1973-86

Year	Formula Allocation		Difference In $ Amount
	Curriculum	Non-curriculum*	
1985-86	$2,279	$1,196	$1,083
1984-85	2,027	1,108	919
1983-84	1,817	991	826
1982-83	1,766	970	796
1981-82	1,758	971	787
1980-81**	1,638	934	704
1979-80	1,585	879	706
1978-79	1,383	808	575
1977-78	1,218	790	428
1976-77	1,130	730	400
1975-76	1,055	702	303
1974-75	1,096	725	371
1973-74	1,000	690	310

Source: Data provided by the Finance Office of the Department of Community Colleges.

*Does not reflect the increase in the registration fees over the years. If such fees were deducted, the "Difference In $ Amount" column would be greater than shown.

**From 1980-81 forward the per capita amount was for the academic year curriculum FTE. The years before 1980-81 indicate per capita amount for average annual curriculum FTE.

SECTION 16

We need *more* trained workers in industry!

THE STATE ADVISORY COUNCIL ON VOCATIONAL EDUCATION RECOMMENDS THAT THE STATE BOARD OF COMMUNITY COLLEGES ESTABLISH A PROCEDURE SO THAT VOCATIONAL EDUCATION DIRECTORS IN LOCAL EDUCATION AGENCIES ARE A PART OF ANY NEW OR EXPANDING INDUSTRY TRAINING PROGRAM IN A LOCAL COMMUNITY

Adopted
May 23, 1986

The New or Expanding Industry Training Program of the State Board of Community Colleges affords customized job training for prospective employees for newly created jobs in new or expanding industries in the State. The training is usually for specific job skills and generally is for a few weeks in duration for each student. During 1984-85, nearly 7,000 persons were enrolled in specialized job training through the New or Expanding Industry Program.

Preparing employee replacements, because of ordinary personnel turnover, is not a function of the New or Expanding Industry Program. Yet, it is apparent that following the start-up period for new employees, trained replacements will be needed because of resignations, promotions, and other turnover actions. Beyond the "start-up" training period, a new or expanding business or industry should rely on the ongoing training programs of the community college institutions and local secondary schools as an appropriate source of trained employee replacements.

The need for trained personnel for existing as well as for new or expanding businesses and industries is substantial. The recent report, entitled North Carolina Occupational Forecast for 1985 Through 1990 for Selected Occupational Clusters, conducted for the State Board of Community Colleges, forecast an annual shortfall of trained workers coming out of the technical and vocational education programs of the community college institutions. The public school vocational education programs, enrolling nearly 300,000 students each year, can assist with overcoming this shortfall, especially with courses attuned to the replacement employee requirements of an existing business and industry. However, a "fail-safe" procedure is needed to assure that all training programs, including the public secondary schools, are responsive to the long-range employee needs of a new or expanding business or industry.

The State Advisory Council on Vocational Education, hereinafter called "The Council," believes that early involvement of the vocational director in each local education agency ought to be assured while the planning and training needs of any new and expanding industry is being conducted in a local community by a community college institution. The idea The Council has in mind is this: when the Department of Community College makes contact with a local community college institution about the fact that a new or expanding business or industry has been "assigned" funds for a training program that the policy of the State Board of Community Colleges would require the local community college official (responsible for the training program) to inform the local director of vocational education. Moreover, the local director of vocational education would be asked to join the local community college official in making one or more visits to the training site. The purpose of this recommended policy of the State Board of Community

Colleges should serve the following purposes: (1) to demonstrate to the new or expanding business or industry that the local community has a complete education and training capacity; one that begins in the public schools and continues at the postsecondary level; (2) to indicate to the local director of vocational education the probable needs for trained employees for the new or expanding business or industry so local secondary school programs may be modified, as appropriate, to respond to identified future needs; and (3) to improve overall communication between the local director of vocational education for public schools and the New or Expanding Industry Administrator at the local community college. This kind of State Board policy should do much to facilitate ongoing cooperation at the local level, including enhancing and extending the possibility that the 2+2 concept (or some modifications thereof) is implemented.

Accordingly, THE STATE ADVISORY COUNCIL ON VOCATIONAL EDUCATION RECOMMENDS THAT THE STATE BOARD OF COMMUNITY COLLEGES ESTABLISH A PROCEDURE SO THAT VOCATIONAL DIRECTORS IN LOCAL EDUCATION AGENCIES ARE A PART OF ANY NEW OR EXPANDING INDUSTRY TRAINING PROGRAM IN A LOCAL COMMUNITY.

SECTION 17

Can you trust your mechanic?

THE STATE ADVISORY COUNCIL ON VOCATIONAL EDUCATION RECOMMENDS THAT THE STATE BOARD OF EDUCATION AND THE STATE BOARD OF COMMUNITY COLLEGES IN ADDITION TO ANY OTHER STANDARDS ESTABLISHED BY THESE BOARDS REQUIRE ALL AUTOMOBILE MECHANICS TEACHERS WHO ARE EMPLOYED AND PAID WITH STATE OR FEDERAL FUNDS TO TEACH IN PUBLIC SCHOOLS OR COMMUNITY COLLEGE INSTITUTIONS TO ACQUIRE AND MAINTAIN THE DESIGNATION OF MASTER AUTOMOTIVE TECHNICIAN AVAILABLE THROUGH THE NATIONAL INSTITUTE FOR AUTOMOTIVE SERVICE EXCELLENCE

Adopted
May 23, 1986

The largest single purchase by an individual, during a lifetime, is probably a house. The second largest single purchase is usually an automobile, commonly known as a car. Today, there are 114 million cars registered in the nation. In North Carolina there are nearly 3,500,000 registered cars. Moreover, in this state, cars (as well as other vehicles) are required to be inspected annually by a certified automobile inspector to determine if they meet certain safety standards. In order to become a certified automobile inspector, a prospective inspector is required to take a four-hour course and to pass a test approved by the Division of Motor Vehicles, Department of State Transportation. If an automobile inspector's certification is revoked, for reasons such as not conducting a "proper inspection," the automobile inspector is required to retake the four-hour course in order to remain as a certified inspector (according to the NEWS & OBSERVER, March 20, 1986). Notwithstanding these requirements, 203 inspection stations recently were monitored; 99, or 49 percent, of the inspection stations in the state were not conducting inspections according to prescribed standards. It is not surprising, therefore, that a current report (NEWS & OBSERVER, March 9, 1986) revealed the United States public rated the quality of service for "auto repair" to among the poorest services rendered to the public. Taking into account the cost of maintaining a car as well as the increased complexity of the machine, it seems reasonable to believe that an improved education and training program is desirable for future automobile mechanics.

Currently in this state, 197 high schools offer a program of "automobile mechanics," whereas all of the 58 community college institutions offer a program where students are prepared to be automobile mechanics. While it is likely that the teachers in these programs are serious about their involvement in teaching, according to data from the National Institute for Automotive Service Excellence (to be described later), 61 individuals in North Carolina have identified themselves as "educators" that are certified as Master Automotive Technicians. It is not known how many of these "educators" are teaching in the public schools or community college institutions. It should be pointed out, however, that all automobile mechanics teachers do meet the current standards for employment as established by the State Board of Education or the State Board of Community Colleges and the local employing authority. Nevertheless, the State Advisory Council on Vocational Education, hereinafter called "The Council," believes that the certification as a Master Automotive Technician ought to be one of the measures of quality before a local board of education or trustees of a community college could employ an automobile mechanics teacher paid with either state or federal funds.

The Master Automotive Technician designation has been available since 1972, when the National Institute for Automotive Service Excellence was established. In order to earn the designation of Master Automotive Technician, currently one must pass eight tests. The title of each test and the number of questions on each test are as follows: (1) Engine Repair (80); (2) Automatic Transmission/ Transaxle (40); (3) Manual Drive Train and Axles (40); (4) Suspension and Steering (40); (5) Brakes (40); (6) Electrical Systems (40); (7) Heating and Air Conditioning (40); and (8) Engine Performance (80). These tests are administered by a nationally recognized testing agency -- ACT, Iowa City, Iowa. Moreover, these tests are given in various locations throughout this state. In addition, other test sites may be established under certain conditions such as having 20 or more individuals registered to take a test. After an individual is certified as a Master Automotive Technician, it is necessary to be recertified every five years in order to maintain the designation.

This approach of certifying automobile mechanics teachers by an external agency as is being recommended by The Council is similar to a proposal of the National Science Teachers Association (N.S.T.A.). According to Education Week, (April 2, 1986, page 5,) N.S.T.A. will "... issue its own certification credential this fall. Under the plan, teachers would receive an N.S.T.A. credential in addition to their state certification."

The Council recognized the difficulty of implementing its recommendation as well as the associated cost. However, The Council is pleased to point out that federal funds through the Carl D. Perkins Vocational Education Act are available "... to expand, improve, modernize, and develop quality vocational education programs ...." Moreover, The Council is charged by federal law to advise on policies that the state should pursue to strengthen vocational education. Such is the purpose of the recommendation contained in this paper. To achieve a higher quality of instruction for students taking automobile mechanics programs in the public schools and community college institutions of the state and because a state licensing board for automobile mechanics does not exist as for other trades such as for plumbers and electricians to set standards for these occupations, The Council recommends by the 1988-89 school year that the STATE BOARD OF EDUCATION AND THE STATE BOARD OF COMMUNITY COLLEGES IN ADDITION TO ANY OTHER STANDARDS ESTABLISHED BY THESE BOARDS REQUIRE ALL AUTOMOBILE MECHANICS TEACHERS WHO ARE EMPLOYED AND PAID WITH STATE OR FEDERAL FUNDS TO TEACH IN PUBLIC SCHOOLS OR COMMUNITY COLLEGE INSTITUTIONS TO ACQUIRE AND MAINTAIN THE DESIGNATION OF MASTER AUTOMOTIVE TECHNICIAN AVAILABLE THROUGH THE NATIONAL INSTITUTE FOR AUTOMOTIVE SERVICE EXCELLENCE.

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